FINAL REPORT

Quantitative Instrument to Measure Commune Effectiveness

Prepared for
United States Agency for International Development (USAID)
Mali Mission, Democracy and Governance (DG) Team

Prepared by
Dr. Lynette Wood, Team Leader
Leslie Fox, Senior Democracy and Governance Specialist
ARD, Inc.
159 Bank Street, Third Floor
Burlington, VT 05401 USA
Telephone: (802) 658-3890
FAX: (802) 658-4247

in cooperation with
Bakary Doumbia, Survey and Data Management Specialist
InfoStat, Bamako, Mali

under the
USAID Broadening Access and Strengthening Input Market Systems (BASIS)
indefinite quantity contract

November 2000

Table of Contents

ACRONYMS AND ABBREVIATIONS ..... **i**

EXECUTIVE SUMMARY ..... **ii**

1 INDICATORS OF AN EFFECTIVE COMMUNE **1**

1.1 THE DEMOCRATIC GOVERNANCE STRATEGIC OBJECTIVE 1
1.2 THE EFFECTIVE COMMUNE: A DEVELOPMENT HYPOTHESIS 2
1.2.1 The Development Problem: The Sound of One Hand Clapping *3*
1.3 THE STRATEGIC GOAL – THE COMMUNE AS AN EFFECTIVE ARENA OF DEMOCRATIC LOCAL GOVERNANCE 4
1.3.1 The Logic Underlying the Strategic Goal *4*
1.3.2 Illustrative Indicators: Measuring Performance at the Strategic Level *9*
1.4 INTERMEDIATE RESULTS: THE WHOLE IS GREATER THAN THE SUM OF THE PARTS 11
1.4.1 IR 1 – Elected Communal Government is an Effective Partner in Democratic Governance at the Communal Level and Beyond *11*
1.4.3 IR 3 – Processes (Mechanisms) Promote Effective Partnerships in Democratic Governance at the Communal Level and Beyond *13*
1.4.4 IR 4 – The Enabling Environment Promotes Effective Communal Governance *14*

2 APPROACH, METHODOLOGY, AND KEY INDICATORS **16**

2.1 COMMUNE SAMPLE SURVEY DESIGN 16
2.1.1 Commune Selection Criteria *16*
2.1.2 Illustrative Indicators *17*
2.2 DATA COLLECTION 18
2.3 DATABASE, TRAINING, AND ANALYSIS 20

3 USERS' GUIDE FOR COMMUNE EFFECTIVENESS DATABASE **23**

3.1 USING THE COMMUNE EFFECTIVENESS DATABASE 23
3.1.1 The Data Spreadsheets *23*
3.1.2 The Indicators Spreadsheet *24*
3.1.3 The Maps *25*
3.1.4 Pie Charts and Bar Charts *26*
3.2 DATABASE MAINTENANCE 27
3.2.1 Adding Additional Communes (Rows) to a Data Spreadsheet *28*
3.2.2 Adding Additional Data (Columns) to a Data Spreadsheet *28*
3.2.4 Adding Additional Years to the Indicator Spreadsheet *29*
3.2.5 Adding New Maps and Removing Old Maps *29*
3.2.6 Creating Entirely New Maps *30*

4 CONCLUSIONS AND RECOMMENDATIONS **36**

ANNEXES

A SURVEY INSTRUMENT

B SAMPLE SURVEY FREQUENCY DISTRIBUTIONS

C KEY INDICATORS

D COMMUNE EFFECTIVENESS DATABASE

E COMMUNE NAMES

F SAMPLE COGNITIVE MAPS

G MEETINGS AND INTERVIEWS

H BIBLIOGRAPHY

Acronyms and Abbreviations

AADéC	Association d'Appui à l'Auto Développement Communautaire
ACODEP	Appui aux Collectivités Décentralisées pour un Développement Participatif
APE	Association des Parents d'Elèves
ARD	Associates in Rural Development, Inc.
BASIS	Broadening Access and Strengthening Input Market Systems
CARE	Cooperative for Assistance and Relief Everywhere
CC	Communal Council
CED	Commune Effectiveness Database
CEPROCIDE	Centre de Promotion de la Citoyenneté pour le Développement Durable à la Base
CLUSA	Cooperative League of the United States of America
CO	community organization
CSO	civil society organization
DG	democracy and governance
DGSO	democratcy and governance strategic objective
GIS	geographic information system
INGO	intermediary NGO
IQC	indefinite quantity contract
IR	intermediate result
M&E	monitoring and evaluation
OMAES	Oeuvre Malienne d'Aide à L'Enfance du Sahel
NGO	nongovernmental organization
PAD	Programme d'Appui à la Décentralisation
PRSC	Programme de Renforcement de las Culture Démocratique des Organisations de la Société Civile du Mali
PVO	private voluntary organization
R4	results review and resource request
SO	strategic objective
TDRL	taxe de développement régional et local
USAID	United States Agency for International Development

Executive Summary

This document reports on the results of a Task Order to develop a "Quantitative Instrument to Measure Commune Effectiveness" under the USAID Broadening Access and Strengthening Input Market Systems (BASIS) indefinite quantity contract (IQC). The work was carried out by a consulting team from ARD, Inc. (Vermont, USA) and InfoStat (Bamako, Mali).

The purpose of the consultancy was to

- establish a performance monitoring system to measure the "effective commune," and
- operationalize the notion of the effective commune.

The USAID/Mali Democracy and Governance (DG) Team has tracked decentralization and its implementation since the beginning of its democratic governance strategic objective (SO) implementation. One of the purposes of this Task Order was to develop an analytic tool with a corresponding set of indicators to track the progress of overall democratic communal governance, including democratically elected local governments.

The primary expected results of this Task Order were to

- develop and apply criteria for the selection of target communes,
- develop a set of illustrative indicators to measure the effective commune, and
- collect data to establish a baseline for future monitoring of the effective commune.

The work was carried out in a series of phases:

- Formulation and validation of potential and illustrative indicators
- Collection of baseline data
- Treatment and analysis of data
- Refinement of illustrative indicators into a set of key indicators
- Training of DG Team members in the use of the monitoring system

While our goal was to select and establish a baseline for monitoring indicators of an effective commune, we recognized that indicators are not measured in a vacuum. Indicators measure results. Therefore, our approach was to undertake a strategic planning exercise that established a ***results framework*** that showed the ***causal relationships*** between the effective commune and the intermediate results (IRs) needed to achieve it. We undertook this strategic planning exercise with USAID and its partner organizations.

The strategic planning exercise provided us with both a results framework and a set of illustrative indicators that were eventually used in the collection of baseline data. The results were then incorporated into a performance monitoring system that could be used as an

instrument for those organizations with an interest in strengthening communal capacity – local and international nongovernmental organizations (NGOs) and private voluntary organizations (PVOs), government, donors, and the communes themselves.

The newly formulated results framework and potential indicators were presented to concerned stakeholders in a debriefing meeting at the end of the first phase of the consultation, where the ARD/InfoStat consulting team solicited advice on the logic of the framework and the relevance of the indicators. Based on the feedback received, the consulting team chose a final set of illustrative indicators that were not only considered sound, but were measurable, quantitative, and realistic for use in the baseline data collection phase.

Sample data were collected in 35 communes over a period of two weeks. The resulting data were compiled into a Microsoft Excel database, analyzed, and the illustrative indicators reviewed and refined. A set of eight key indicators were then selected for long-term monitoring. Three USAID staff were trained in the use and maintenance of the database, and recommendations made for future monitoring.

The work resulted in two important innovations:

- a set of quantitative measures of local governance (as opposed to government), and
- representation of governance indicators in a "cognitive" (geographic) map using Microsoft Excel.

It is hoped that the resulting indicators will be used not only by the USAID DG Team, but also by other USAID SO teams, USAID's partner organizations and NGOs, the communes themselves (as self-monitoring tools), and even as models for other countries in West Africa that are currently undergoing efforts to decentralize their governments. The ability to easily and quickly represent these indicators on geographic maps provides a view that can be easily understood and appreciated at all of these levels.

1 Indicators of an Effective Commune

This section provides background information and discusses potential indicators of an effective commune. The potential indicators are presented in the context of a results framework that shows the causal relationships between an effective commune and the intermediate results (IRs) needed to achieve it.

1.1 The Democratic Governance Strategic Objective

USAID has a long history of supporting local development in Mali through both American private voluntary associations (PVOs) and Malian nongovernmental organizations (NGOs). Since embarking on a major reengineering effort in 1994, the USAID Mali Mission has formulated a synergistic set of strategic objectives whose overall goal was designed to promote sustainable social, economic, and political development in Mali, ultimately obviating the need for further concessional (foreign) aid. While this strategy was aimed at producing sustainable development at the country level, its operational focus was largely at the local level, working with and through local institutions – primarily NGOs and community-based organizations – to achieve strategic objective (SO) sectoral results in the areas of youth (health and education), economic growth, and democracy and governance (DG).

Unique to the Mission's newly formulated country program strategy was the addition of a "political" dimension for promoting social and economic development. The Mission's democracy and governance (political) strategic objective (DGSO) was defined as: *Community organizations (COs) are effective partners in democratic governance, including development decision making and planning at the local level and beyond*. COs – the base units of civil society and the building blocks of democracy and sustainable development – were targeted as the principal actors contributing to the achievement of results under the DGSO, and to a large extent other Mission SOs.

The logic underlying the DGSO was that in strengthening these autonomous and voluntarily formed local organizations, Malians would have, for the first time in their history, the institutional basis for participating in public life, including the making and implementation of development decisions that affected their social, economic, and political well-being. Furthermore, through their participation in COs, Malian men and women would learn the values and practice of democratic governance as they collectively addressed shared development problems. The SO was not so bold, however, to think that political empowerment was a condition that could be transferred wholesale like an economic commodity, but rather that it was a human right to be seized by people who had acquired the skills and knowledge to design their futures in their own image – and in the process become transformed into informed and active citizens.

Critical to the achievement of the DGSO was the assumption that decentralization – including the establishment of democratically elected local (communal) governments – would be implemented as promised in the Constitution of the Third Republic and as expressed by all Malians from the earliest days of the revolution in 1990 and 1991. With a

system of democratic local governance in place, logic dictated greater government responsiveness and accountability on the one hand and the opportunity for broad-based citizen participation in local decision making on the other. The resulting "good governance," including improved public policy-making and more effective policy implementation, would in turn translate into sustainable local development as communal government and grassroots civil society jointly shared in the risks as well as the benefits of collective problem solving. With a "critical mass" of communes producing sustainable local development, the Mission's overall goal of sustainable social, economic, and political development at the country level would thus be achieved.

By the time of this consultation in September 2000, the DGSO was providing capacity-building assistance – through United States PVO and Malian NGO implementing partners – to some 1,000 COs in roughly 175 of the country's 701 newly formed communes. With slightly more than three years of the five-year life of the DGSO completed, results were well on their way to being achieved.

1.2 The Effective Commune: A Development Hypothesis

It has been suggested that development is no more than a series of presumed causal relationships built on the foundation of a set of critical assumptions. While sustainable development is certainly not a hard science, its achievement still depends on the same basic elements for success. These are the formulation of sound theory incorporating best practices and their application in the form of a coherent strategy with a set of well-defined results. Democratic development, with less than a decade as a legitimate object of foreign assistance, is often viewed as the poor cousin of social and economic development, each of which benefits from several decades of theory and practice. However, the field of what we now call "democracy and governance" has built up a body of experience and knowledge that permit us to make more informed choices concerning outcomes that can be expected to result from planned interventions. No other USAID Mission has gone further in demonstrating the power of sound thinking and best practices in the pursuit of sustainable democracy and improved governance than has USAID/Mali.

The USAID Mali Mission's DG Team has always felt that its strategy depended on more than a strong civil society to build a democratic system of governance and, by extension, the conditions necessary for sustainable national development. It recognized from the initial conceptualization of the DGSO in 1994 and 1995 that decentralization and democratically elected local government were essential to the achievement of its results, but assumed that this was the responsibility of government and its other development partners.

Being strategic within the context of USAID reengineering and managing for results has meant the DG Team "staying within itself" and maintaining its focus on strengthening civil society as an effective partner in democratic governance at the local level and beyond. This did not mean, however, the cessation of the DG Team's thinking about the more inclusive framework needed for achieving effective democratic governance and sustainable development. During 1997 and 1998, the embodiment of this thought led to the formulation of the notion of "the effective commune," the object of this Task Order.

The remainder of this section looks at the underlying logic of the effective commune. We summarize the current section with a discussion of the development problem (Section 1.2.1). In the next section we present the effective commune strategic goal[1] (Section 1.3) followed by a treatment of the IRs that in their collective achievement lead to the attainment of the strategic goal (Section 1.4). Sections 1.3 and 1.4 further address the logic underlying the concerned result (i.e., strategic goal or IR) and the potential indicators for measuring their achievement.

1.2.1 The Development Problem: The Sound of One Hand Clapping

Democratic or "shared" governance concerns the right of legitimate political actors to participate in the public realm where collective policies and decisions are made and implemented. USAID/Mali made a specific choice to support civil society as the legitimate political actor that it would strengthen to participate in shared governance processes and institutions, including the making and implementation of development decisions – a choice that has proven to be effective.

However, civil society – particularly COs, the federated bodies that they form to represent and articulate their interests at higher levels of governance, and intermediary NGOs – is but one of several legitimate societal actors involved in democratic local governance. In addition to local-level civil society, the shared governance framework posits roles for democratically elected communal governments, some 701 throughout the country; central government agencies including deconcentrated line ministries as well as appointed presidential representatives; other levels of subnational government (e.g., regional); the private sector; and traditional local authorities (e.g., the chief and his/her council, age-grade leaders). While all these societal actors have a legitimate or constitutional right to participate in public life at the local level and beyond, the focus of this analysis is on local-level civil society and communal government, the two principal protagonists in the DGSO.

The development problem addressed by the DG Team's notion of the effective commune concerns the growing need to address the arrival on the sustainable development scene of new communal governments and their importance in and contribution to the democratic local governance equation. As the title of this section indicates, the focus on and the strengthening of only one of the two principal local actors is the metaphorical equivalent of "the sound of one hand clapping" – most listeners will hear nothing. The following discussion of the effective commune strategic goal provides an answer to the loneliness of the one hand clapping by providing both a vision of synergy and partnership among legitimate public actors and a strategy for achieving it.

This exercise can serve the DG Team as an analytic tool to track the evolution of this critical development relationship under the current SO, or it can be operationalized to contribute to the formulation of the Mission's upcoming five-year (2002–2007) strategy.

1 We use the term "goal" here rather than "objective" because it is not a result that the DG Team will be held accountable for achieving.

1.3 The Strategic Goal – The Commune as an Effective Arena of Democratic Local Governance

We now turn to a discussion of the strategic goal – developed during this consultancy – and the logic of causal "results" relationships that underlie it. Section 1.4 discusses potential indicators to measure the achievement of the defined results.

1.3.1 The Logic Underlying the Strategic Goal

The commune is an effective arena of democratic local governance, including the making and implementation of development decisions.

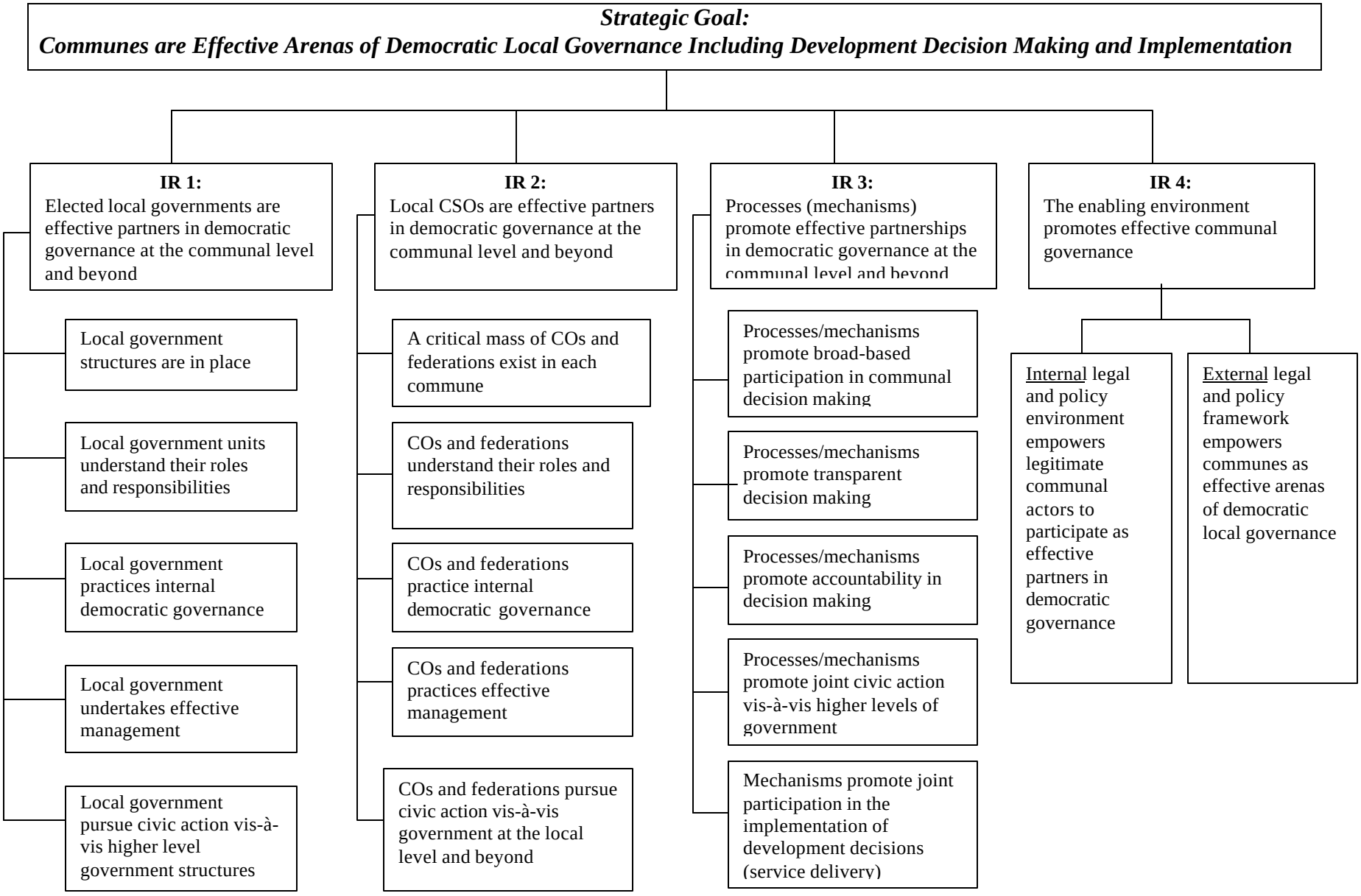
Box 1.1 - Effective Commune Strategic Goal

The effective commune strategic goal and corresponding results framework grew out of earlier analytic work undertaken by the DG Team in 1996 and 1997. The purpose of this analysis reflected the DG Team's continued understanding that achievement of the broader Mission goal of sustainable development ultimately depended on the institutionalization of a democratic system of governance in a critical mass of the country's 701 newly formed communes. Whether the DG Team wanted to simply monitor the progress of this phenomenon – particularly following successful local elections in 1999 and the installation of new communal governments – or to actually try to influence its outcome at a later date, it required operationalizing what had hitherto been a loosely formed notion.

The effective commune results framework, including the strategic goal and IRs (Figure 1.1), emerged from discussions with the DG Team and its implementing partners. The findings that surfaced from these discussions became the logic underlying the strategic goal and results framework. Each of the following sections presents one finding.

> **The Malian People Spoke and They Were Heard.** During the 1990 Sovereign National Conference, but more importantly in the later Rural Peoples' Convention (*Etats Ruraux*), the principal political demand of Malian men and women was forcefully brought to the fore. Simply put, rural people wanted government that was closer to them and in which they could better participate in making the decisions that would affect their social and economic well-being. Decentralization was the political reform that they felt would best ensure this fundamental objective, and communal government became the principal institutional manifestation making it possible. The combined impact of these two constitutional reforms was intended to produce
>
> - ***strengthened democracy at the grassroots level*** leading to greater transparency and responsiveness by communal governments and increased participation of local people in the principal institutions and processes of democratic local governance, and
> - ***more sustainable local (social, economic, and political) development*** as a result of shared governance tasks including the making and implementation of development decisions.
>
> It is, in fact, these two overall dimensions of impact that became the principal results defining achievement of the strategic goal and around which the performance indicators were developed.

Figure 1.1 - Results Framework: The Effective Commune



A Balanced Equation in Three Dimensions. Democratic or shared governance can be looked at as an equation in three dimensions, each of which consists of two political actors whose exercise of political power is balanced by the other. When all three dimensions are in balance, harmony ensues, effective governance results, and sustainable development is attained. The commune becomes the focal point for these dimensions.

- ***Central State vis-à-vis National-Level Civil Society.*** While the relationship between the central state and national-level civil society does not directly involve the commune, the interaction between these two societal realms determines the external rules environment (Figure 1.2), that is, the laws, policies, and regulations governing the powers and authorities that are allocated to communal actors. Much of the external environment conditioning communal governance has been codified in the Constitution of the Third Republic and through passage of various laws relating to decentralization and local government.

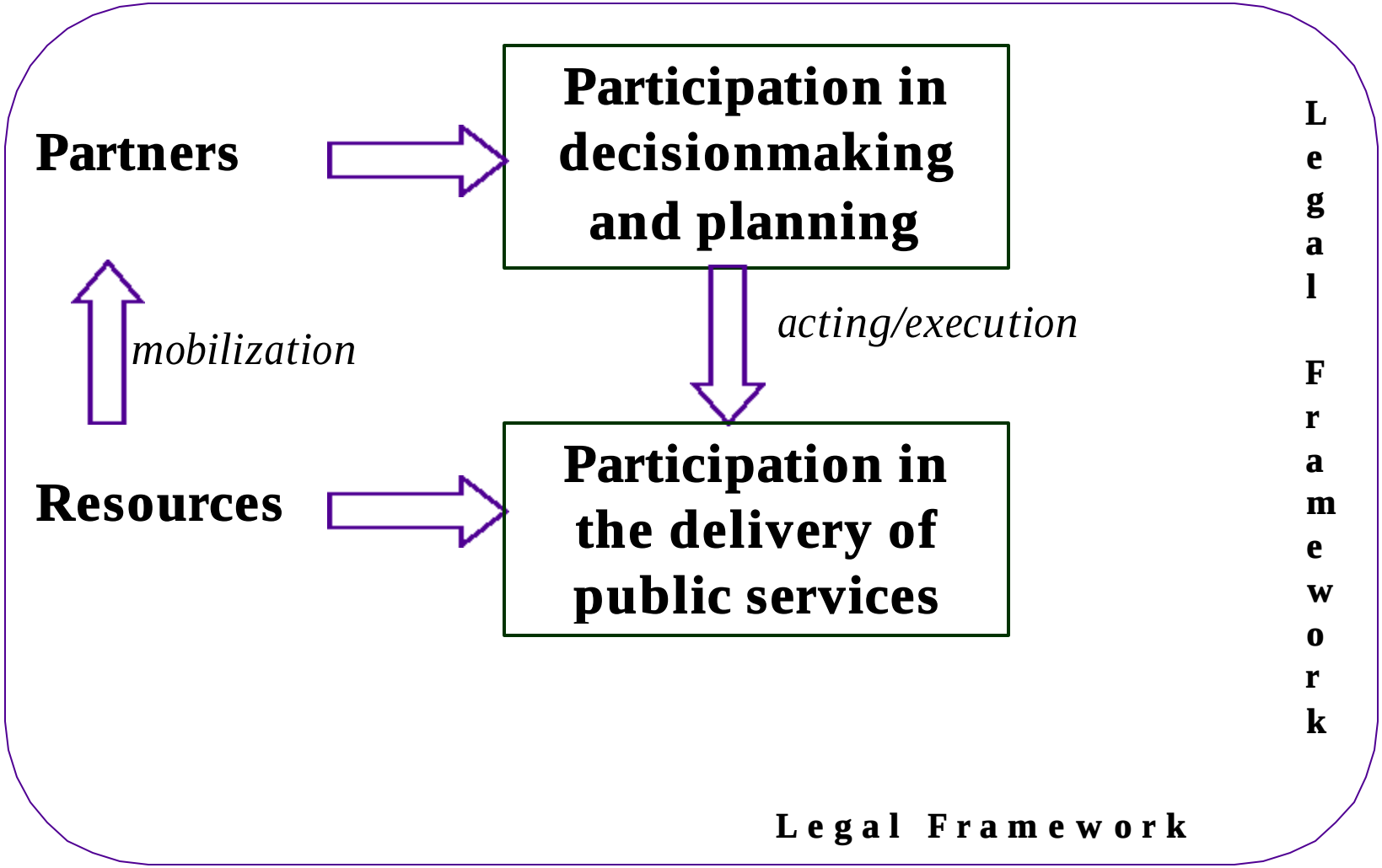
  There has been and continues to be broad support by all sectors of the Malian polity for these constitutional reforms. At the same time, civil society, particularly national-level specialized civics and broad-based grassroots federated organizations, has played a significant and growing role in engaging central state institutions over national policy. While it would be too much to say that the balance of power between these two national-level actors is an equal one, it should be noted that the Malian state can hardly be considered anti-democratic and civil society's capacity to act on behalf of the public interest has grown quickly (with USAID providing much support).

- ***Central State vis-à-vis Communal Government.*** There should be little doubt that central state institutions are far stronger than their communal government counterparts. This is due to the relative youth of communal government, and the constitutional powers allocated to and vested in the institutions of the central state – both normal and reasonable in a democracy.

  Several issues need to be carefully monitored in this regard. The first issue concerns the degree to which deconcentrated ministries will be integrated into communal government and hence subject to mayoral and the communal council direction. The second issue addresses the role of the state representative in communal affairs. The system is new and although roles are described in the concerned laws, they are hardly complete. They will need to be refined through practice and depend on the good will of the concerned actors to honor the intent as well as the letter of the laws.

  Finally, as we learned in our discussion with DGSO stakeholders (including communal governments themselves), not all the laws that need to be in place to support effective communal governance have passed by the National Assembly. This especially concerns issues related to financial autonomy, an important dimension in the overall power of the commune and hence its ability to engage central state institutions in a more equal manner.

Figure 1.2 – A Systems View of the Effective Commune



through what are often very different institutional perspectives and mandates. The result is a continuum of relationships, ranging from adversarial to partnership, built around the shared functions of making and implementing public policy.

Articulating a Social Contract for the Commune: Why Stop at Local Government?

A major policy issue that must be determined within the commune concerns the articulation of the way in which concerned local actors will participate in the principal functions of democratic local governance, including policymaking and implementation. The assumption has been made that because the external legal environment has allocated power and authorities to the commune, that this is the end of the matter. The question to be asked, however, is *why stop at local government* in the process of defining and allocating constitutional authorities among and between legitimate communal actors? While the external legal environment sets the political rules within which communal actors participate in local governance, it does not fully define the roles, relationships, or responsibilities of each actor toward the other. Just as a country's constitution is constructed on the foundation of a societal contract defining the rights and responsibilities that citizens retain when voluntarily ceding a degree of their power to the state, so too must the commune articulate its own social contract and codify it in an

internal set of communal rules. This has not been done and, based on our discussions, it had not really been considered by either civil society or communal government.

Promoting a Democratic Shared System (or Co-Governance). The last finding that emerged from our discussions with stakeholders pointed to the need for new processes or mechanisms that would provide legitimate communal actors with a platform to discuss collective problems and then facilitate the making and implementation of relevant development decisions to address and resolve them. Co-governance requires an agreement on the rights of legitimate actors to participate in collective endeavors, what might be called the "software" of democratic governance, and also on the actual mechanisms that ensure that this agreement or social contract is put into practice, or the "hardware" of democratic governance. Because the commune is still in its infancy, these mechanisms – facilitating such governance functions as conflict resolution, policymaking, consultations, and the free flow and openness of information – have yet to be put in place and in some cases, identified as even needed.

The power of the democratic governance framework used by USAID/Mali in the design of the DGSO and now in operationalizing the effective commune strategic goal is its focus on the full range of legitimate societal actors involved in the process of governance, not the single institution of local government. The commune, like the nation itself, thus becomes the arena in which legitimate political actors engage each other in the exercise of power to achieve what is commonly called the "public good." In this regard, it can also be seen as a public ***space*** where negotiation, consensus building, and partnership take place among legitimate actors leading to effective democratic local governance. Finally, as all concerned legitimate actors interact to make and implement social, economic, and political development policy, the effective commune becomes an ***arena*** of synergy in which democracy and sustainable development are achieved as citizens are born and citizenship exercised. In short, the commune is the nation in miniature (Figure 1.3).

1.3.2 Illustrative Indicators: Measuring Performance at the Strategic Level

Each of the four principal findings related to the effective commune discussed above provide us not only with the logic underlying the strategic goal and results framework, but also point to the type of indicators that should be used to measure performance at the strategic goal level. In fact, the four findings that were used in developing this results framework also provide the understanding needed to formulate performance indicators used in each of the IRs discussed below. In this section, we provide potential indicators pertaining specifically to the strategic goal. We provide all the potential indicators that were considered by the ARD/InfoStat consulting team, as well as the indicators that were retained for use in the baseline data collection exercise (the "illustrative" indicators).

The following sections presents potential indicators for measuring one dimension of the strategic goal.

Figure 1.3 – The Nation in Miniature

Strengthening Democracy at the Local Level. Of the four potential indicators initially formulated, three (*in italics*) were used in the baseline data collection exercise.

- *The percent of target communes in which at least X percent of citizens vote in local communal elections (% men / % women).*
- *The percent of target communes in which at least X percent of citizens pay their taxes.*
- *The number of women members of the communal council.*
- The percent of target communes in which communal (public) resources are equitably distributed (to constituent communities and among all social groups). (During the Restitution Workshop this indictor was found to be too difficult to measure.)

Promoting Sustainable Local Development. Of the five potential indicators formulated under this dimension of the strategic goal, four were used in the baseline collection exercise.

- *The percent increase in primary school enrollment in target communes among girls.*
- *The percent increase in the literate population in target communes (women/men).*
- *The percent increase in basic social and economic infrastructure (e.g., markets, water supplies) in target communes.*
- *The number of businesses or economic enterprises created and registered in target communes.*
- The percent decrease in the child mortality rate in target communes.

1.4 Intermediate Results: The Whole is Greater than the Sum of the Parts

The ARD/InfoStat consulting team identified four IRs (see Figure 1.1) each with two or more sub-results, that when achieved in their totality would lead to the achievement of the effective commune strategic goal. Since the overall logic of the strategic goal and results framework was discussed above, this section provides only a brief summary of the underlying logic of each IR and the potential indicators that were formulated to measure it.

1.4.1 IR 1 – Elected Communal Government is an Effective Partner in Democratic Governance at the Communal Level and Beyond

Communal government is essentially the "second hand clapping" or the other legitimate actor involved in democratic local governance. IR 1 concerns the capacity of communal government to effectively undertake its role in making and implementing development policy and ensuring that the rights of its constituents are adequately safeguarded. Each of the sub-results that compose IR 1 address one dimension of the overall capacity needed to be an effective partner in democratic local governance.

Of the seven potential indicators developed to measure this IR, six were retained (*in italics*) for use in the baseline data collection exercise.

- *Communal councils (CCs) meet officially as called for in the concerned legislation*
  - *During the past year*
  - The number of times CCs meet and for what purpose
  - *How many counselors attend each of the mandated meetings*

- *The number of times the CC consulted its constituent population concerning any type of issue or problem*
  - *The period from September 1999*
  - *The number of consultations and their purpose*

- *The number of civil acts (e.g., birth and death certificates, marriages) registered by the CC in the past year*
  - *Covering the period from September 1999*
  - *How many acts were registered and of what nature?*

- *The percentage of the approved communal budget that was actually spent*
  - What period does the budget year cover?
  - *What was the approved budget?* What was the actual amount spent?
  - Was the percentage over or under spent?
  - Which communal actors and the nature of their involvement?

- *The number of times targeted CC engaged power holders (higher level governments, donors, the court system) beyond the local government level over communal issues*
  - *Covering the period beginning September 1999*
  - *The number of positive outcomes resulting from these engagements*

- *The number of times a commune engaged in consultations with neighboring communes to address shared problems*
  - *Covering the period beginning September 1999*
  - The nature of problems covered

- Does the commune take responsibility for primary school teachers?
  - Technical responsibility?
  - Financial Responsibility?

1.4.2 IR 2 – Local CSOs are Effective Partners in Democratic Governance at the Communal Level and Beyond

IR 2 is essentially a reprise of the democratic governance strategic objective. The five sub-results that compose this IR essentially mirror those of communal government in terms of local-level civil society's (COs, their federations, and intermediate NGOs) capacity to effectively participate in the making and implementation of development decisions.

Of the five indicators formulated for IR 2, only three were ultimately used. It should be noted that because DGSO already measures many of the same indicators proposed under IR 2 (as part

of the Annual Survey), there was no need for them to be used in the baseline data collection exercise.

- *Local CSOs are engaged in the delivery of mandated communal services (services de proximité), that is, services with a public utility*
  - During the period beginning September 1999
  - The number and type of public services delivered

- *The number of times that local CSOs engage communal government over local development problems*
  - Local CSOs affect (at least two) decisions at the level of local government

- *The number of positive outcomes that arise from CSO engagement with communal government (or the number of local CSOs that have affected (at least two) communal government decisions)*

- The percent of target communes in which (at least X percent of) COs have expanded their delivery of communal services (either geographic expansion of existing services or the addition of new services)

- The percent of target communes in which citizens belong to (at least two) CSOs that provide communal services

1.4.3 IR 3 – Processes (Mechanisms) Promote Effective Partnerships in Democratic Governance at the Communal Level and Beyond

As noted above, there is a fundamental need for a wide range of mechanisms and processes to promote and facilitate partnership between communal government and local-level civil society to achieve effective democratic local governance. IR 3 and its sub-results all contribute to the development of effective partnerships in democratic local governance.

Of the nine illustrative indicators formulated for IR 3, five were used in the baseline data collection exercise.

- *Targeted communes have formulated local development plans and budgets that are jointly prepared by local government and CSOs*

- Finalized development plans are submitted to constituents

- Targeted communes with development plans submitted for approval
  - Development plan submitted?
  - Development plan approved? (Pending approval?)

- *The number of communal fora (platforms) that bring together concerned local actors around issues or problems of common concern*
  - The number and type of such fora
  - The frequency that these fora meet

- *The number of inter-communal fora that bring together two or more communes to address shared development problems*
  - The number and type of such fora
  - The frequency that these fora meet

- *CCs and local CSOs jointly engage power holders (e.g., regional or central government) beyond the communal level around local development issues or problems*
  - The number of such engagements and the nature of the issues addressed
  - The number of positive or desired outcomes resulting from these engagements
  - The nature of the outcome

- CCs collaborate or work in partnership with the government delegate in their respective region
  - What was the nature of this collaboration?

- The number of mechanisms or means for transmitting information to communal actors concerning decisions taken by the CC
  - The nature of the mechanisms and their regularity?

- *Local conflicts which are resolved with local civil society participation*

1.4.4 IR 4 – The Enabling Environment Promotes Effective Communal Governance

IR 4 recognizes the importance for enabling external and internal environments promoting effective communal governance. While the need for an external enabling environment of policies, laws, and regulations is evident, IR 4 also addresses the importance of legitimate communal actors coming to an agreement on internal sets of rules that are intended to define and articulate their roles and responsibilities and govern their relations in the process of their participation in local governance matters. The combination of the two sub-results is critical for the achievement of the overall effective commune strategic goal. However, like the DGSO, the enabling environment IR is to be acknowledged and monitored, not actually targeted for action.

Although the ARD/InfoStat consulting team developed a number of illustrative indicators, they were not used in the collection of baseline data. Discussions with USAID staff and other stakeholders resulted in an understanding that these enabling environments are ***preconditions*** (rather than results) that must exist in order to ensure participation by legitimate actors in democratic local governance. The DG Team can promote the effective implementation of these preconditions vis-à-vis other development partners in order to gain broad support for their inclusion at the local level. At the commune level, the internal enabling environment must be owned by Malians, not imposed by development partners.

As for the external environment, it is the DG Team itself that can offer assistance to the Government of Mali to develop the laws, policies, and regulations required to promote an enabling macro-political environment that ensures effective participation in democratic local

governance by concerned communal actors. These laws and policies would then be monitored by the DG Team as it has monitored decentralization laws under the current DGSO.

The Internal Environment

- All local communal actors understand the concerned laws pertaining to decentralization, including the competencies transferred to the commune.

- Internal operating procedures are developed that define and allocate roles and responsibilities among legitimate communal actors concerning competencies transferred to the commune.

The External Environment

- The number of laws, policies, and regulations – both those that complete political decentralization reform and those which concern sectoral reform – defining communal competencies that have not yet been passed or finalized (an index of outstanding laws or reforms).

- Competencies have been fully transferred to CCs as per the concerned laws.

- The commune has received its budget allocations from the concerned level of government.

2 Approach, Methodology, and Key Indicators

At the same time that we were developing the results framework and exploring potential indicators (Section 1), we were also evaluating options for criteria for selecting target and sample communes. This section discusses the approach and methodology used to sample and test a set of illustrative indicators, and to develop from it a set of key indicators for long-term monitoring of target communes.

2.1 Commune Sample Survey Design

This section describes the criteria for selecting target and sample communes, and for refining the list of indicators from the potential indicators described in Section 1 through the illustrative indicators used in the survey to the key indicators to be used for long-term monitoring.

2.1.1 Commune Selection Criteria

The eventual goal of the USAID DG Team is to monitor 175 target communes. This number represents 25% of the total number of 701 communes in Mali. This percent is considered by the DG Team to be a "critical mass" for effective communes. The hypothesis is that such a critical mass will contribute to the institutionalization and legitimization of a decentralized and democratic system of governance in Mali. Communes will have to satisfy certain minimal criteria to be "targeted" – that is, to be monitored over time for commune effectiveness. These minimal criteria were not expected to yield 175 communes in the first year, but should yield a number close to 100. Additional communes will be added to the target group as the communes evolve and are able to meet the minimal selection criteria. The total of 175 target communes should be identified by the end of USAID's current strategic period, 2002.

From the universe of targeted communes, a subset of sample communes was selected to establish a baseline for future monitoring. This section outlines both the selection criteria for the universe of targeted communes and the selection criteria for a subset of sample communes.

Initial Selection Criteria for Target Communes. The following set of "loose" criteria were used to select the initial universe of target communes. Over time, as more communes meet these minimal, loose, criteria, the criteria can be tightened to restrict selection. In other words, the criteria can be adjusted to reach the target of 175 by the year 2002. We used the following criteria for selecting the universe of target communes.

- A USAID partner organization is working in the commune,
- at least three COs working with partner organizations exist in the commune, and
- at least one other USAID SO team is working in the commune.

The first two of these selection criteria were applied to a spreadsheet (maintained by the DG Team) of communes in which USAID partner organizations are working. Applying the first two criteria resulted in a list of 99 target communes. The third criterion was never applied due to a lack of up-to-date and accurate information.

Sample Communes. We then selected a sample of 25% of the universe of target communes to produce a baseline for future monitoring. Obviously, the communes selected for the sample automatically satisfied the same criteria as those of the target communes, since the sample communes are a subset of the target communes. In addition, we wanted to build a sample that reflected the same partner organization proportionality as the universe. However, this posed some challenges since CARE International and Save the Children provide assistance in considerably fewer communes than do CLUSA and World Education. Moreover, different partner organizations were sometimes providing assistance in the same commune. Nonetheless, trying to maintain the proportionality as much as possible, we drew a sample of 27 communes: five in CARE's intervention area, five in Save the Children's, 10 in CLUSA's, and 10 in World Education's. (Note: Three communes receive assistance from two different partner organizations.)

Additional nontarget communes were added to the sample for comparison purposes. Since four regions (Koulikoro, Sikasso, Ségou, and Mopti) were involved in the study, we planned to sample two communes in each region. As a result, we drew eight nontarget communes. This resulted in a total of 35 sample communes, 27 target communes and eight nontarget communes.

2.1.2 Illustrative Indicators

Indicators for commune effectiveness must be quantitative, measurable, and realistic. They must be realistic in terms of the time and effort required to collect the performance measurement data. In addition, the DG Team required that the indicators support its strategic objective and that they be compatible with (but not duplicating) those used in the Annual Survey.

Following interviews with the DG Team's partner organizations, intermediary NGOs, and selected communal leaders, a long list of about 35 potential indicators were selected for review and feedback during a Restitution Workshop. (These potential indicators were described in detail in Sections 1.3.2 and 1.4.) The workshop brought 20 representatives from partner organizations, intermediary NGOs, and other USAID SO teams together with the ARD/InfoStat consulting team and the DG Team. As a result of this workshop, indicators of less interest to USAID or those judged difficult or impossible to measure were dropped and the long list was reduced to a short list of about 20 illustrative indicators.

These 20 illustrative indicators were then put in the form of a survey instrument. (A copy of the survey instrument is provided in Annex A.) The survey instrument was taken to the sample communes. It was expected that the data, when analyzed, would show that several of the indicators

- were more difficult to measure than anticipated,
- could not be measured accurately due to a lack of data or lack of reliable data, or
- were closely correlated with other indicators.

Such indicators would be omitted from the final monitoring system, leaving only those indicators which could be reliably and cost-effectively measured and which would provide unique (non-

redundant) information. Other indicators could be modified or added to the final set at the request of the DG Team. The resulting set of indicators would serve as the baseline against which future monitoring could take place (although additional data would continue to be collected in order to provide flexibility and to help in understanding trends).

2.2 Data Collection

Ten individuals were trained as enumerators to conduct the survey. They were divided into two teams, each consisting of four interviewers plus one supervisor. Before going into the field, each team received three days of training. The training sessions included

- a presentation of notions and concepts of democratic governance, decentralization, and communes' management regarding Malian laws;
- in-depth discussion of the questionnaire, including definitions, clarification of concepts, and guidelines for recording and checking respondents' answers; and
- instructions for administering the questionnaire, by type of respondents.

Interviews were conducted during a 15-day period (October 5 to October 19, 2000). Regions in the northern part of the country (Ségou and Mopti) were surveyed by one team while the other team surveyed the Sikasso and Koulikoro regions in the southern part of the country.

Due to the nature of the topics under discussion, anyone aware of commune management was welcome to answer questions. Therefore, the number and type of respondents varied from one commune to another. The minimum requirement was the presence of a least one representative from the CC and at least one from civil society. At times an individual respondent might not be available at the same time or place as other respondents. In these cases, the interviewer was obliged to join him or her later for confirmation and/or additional information. Because many persons could be answering each question, a decision was made to allow both interviewers to conduct the same interview.

As originally planned, a total of 35 communes were successfully interviewed. However, the resulting sample includes seven (rather than eight) nontarget communes because it was found that one of the intended nontarget communes was actually being assisted by CLUSA. Table 2.1 shows the sample distribution actually achieved.

The bulk of the enumerators' time was consumed in traveling between communes, rather than in conducting the interviews themselves. On average, two communes could be interviewed per day, per team. The time required to collect additional information was negligible compared to travel time, and for this reason such additional information was collected during the survey and, it is recommended, should continue to be collected in future surveys.

	Number of target communes	Number of nontarget communes	TOTAL
By partner organization (*)			
Care International	5		5
CLUSA	11		11
Save the Children	5		5
World education	10		10
By region			
Koulikoro	7	2	9
Sikasso	6	2	8
Ségou	8	2	10
Mopti	7	1	8
Total	**28**	**7**	**35**

** Three communes are each being assisted by two different partner organizations*

Table 2.1 – Commune Sample Distribution

As expected, some data were not available at the commune level, or were unreliable in a number of communes. In particular, the following issues were noted.

- **TDRL[2] payment rate** – In the majority of communes, payment rate was available for all taxes combined, not separately by type of tax.
- **Budget execution rate[3]** – Accounting was not yet fully implemented in communes because, at the time of the survey, most of them had been functional for less than a year. (Most of the CCs were established in September 1999. Since then, many communes have been managing three different budgets, none of which yet covered a full fiscal year.)
- **Annual report to general populace of budget implementation** – As with the budget execution rate, this information was not available simply because a full year had not yet passed on which an annual report could be made.
- **Primary school enrollment** – Data on school enrollment rate was not yet available at the commune level at the time of the survey.
- **Adult literacy** – Data on adult literacy was not yet available at the commune level at the time of the survey.
- **Election participation rate** – The data for election participation is available from the Mission de Décentralisation, not from individual communes. Also, since elections are only held every five years, this is not a good indicator for annual monitoring.

[2] Taxe de développement régional et local, a special tax that should be paid by all residents of a commune.
[3] A comparison of the rate of expenditures compared to the planned and budgeted rate.

In addition to the issues raised above, there were several survey questions that resulted in responses that were of little use as indicators since the answers were uniform across most or all communes. Specifically:

- 100% of communes reported that, in the past year, the CC has consulted at least once with the general populace about a development issue;
- 100% of communes reported that they have means or strategies to inform the general populace regarding commune decisions;
- 97% of communes reported that CSOs were involved in the delivery of proximity services; and
- 97% of communes reported collaboration between the CC and state authorities.

A complete presentation of frequency distributions of variables is provided in Annex B.

2.3 Database, Training, and Analysis

A database was prepared to store the sample survey (baseline) data and to provide a template for adding future (monitoring) data. This database uses Microsoft Excel. The database is organized into separate sheets for raw data (information obtained from the interviews), formulae for computing indicators, and "cognitive" (geographic) maps for graphical representation. The database, its use, and maintenance are described in detail in Section 3.

A preliminary version of this database was submitted to the DG Team for review and discussion. In the preliminary version, some of the data were omitted – specifically those data with limited or no variability and those with less reliable information, as discussed above. Lessons learned from conducting the sample survey were discussed with USAID staff to help refine the selection of indicators for future monitoring. The preliminary version was used for training three USAID staff in the use and maintenance of the database. The training consisted of an overview of the database structure, the formulae used to calculate the indicators, methods for displaying data on geographic maps, and map manipulation. Procedures for adding new (future) data and for adding or modifying indicators were also reviewed.

Based on the review, discussions, and on the training itself (which resulted in a deeper understanding by USAID staff of the data) the DG Team recommended several modifications and additions to the database, the graphic representations, and to the indicators themselves. For instance, additional instructions for adding non-map graphical elements (such as pie charts and bar charts) were added to the users manual. Indicators, such as budget execution rate, which could not be measured at the time of the baseline survey (due to the fact that communes had been functional for less than a year) were added to the database for future monitoring. This indicator will replace the average budget per capita data that was collected during the sample survey. An additional indicator was added to address resource mobilization, and the data for developing a plan and budget were expanded to include submission and approval of that plan and budget.

Based on the DG Team's recommendations, a list of suggested key indicators was developed and presented to the DG Team for their review. This list was modified based on further DG Team input. The resulting final list of eight key indicators is presented in Annex C. It includes notes about each one as well as indicators from other sources (especially the Annual Survey) that are

relevant to measuring an effective commune. These eight key indicators can be organized into four categories of necessary and sufficient conditions for effective communes: Sustainability, transparency, partnership, and results. This is illustrated in Table 2.2 below.

Condition	Key Indicators
Sustainability	3 Commune has a local development plan and budget (created, submitted, approved) 8 Sources for generating resources (taxes and fees, government grants, external donors, others)
Transparency	4 Plans/budgets formed with local government and CSO partner participation, and with input from the general population 6 Budgets/plans/decisions disseminated to constituents via various media
Partnership	1b Responsibility for new infrastructure (commune, CSO partner, external donor, others) 7 Local government and CSOs jointly influence decisions at higher levels of government
Results	1a Increase in basic infrastructure (number) 2 Number of businesses officially registered or paying business taxes but not officially registered

** The numerals refer to the number of the key indicator as it appears in Annex C*

Table 2.2 – Key Indicators Organized by Four Conditions for an Effective Commune

When comparing target and nontarget communes using the results of the sample survey (specifically, information available from the database and from the frequency distributions in Annex B) a few words of caution are in order. Only seven nontarget communes were interviewed, a sample too small to draw any valid conclusions. By the time the number of target communes has grown to 175, the number of nontarget communes required to constitute a control group from which valid conclusions *can* be drawn will be 30 (about 15% of the total of 175+30 = 205). (Instructions for adding nontarget communes to the database can be found in Section 3.2.1).

In addition to quantitative data, the sample survey included open-ended questions intended to solicit qualitative information. This information is useful both for gaining a more complete understanding of trends, and also for exploring possible areas of future study. Of particular interest were respondents' opinions about the idea of an "effective commune." Resource mobilization, autonomy, and understanding and "good feeling" between commune members were the most often cited conditions for an effective commune. To some extent, citizens fulfilling their responsibilities was also considered to be an important factor of commune effectiveness. "Citizens knowledgeable about their rights and obligations" was rarely mentioned, although it was one of the potential indicators. Number and type of local services provided was intended as an indicator of the transfer of service delivery functions to the commune level. But the sample survey revealed that the populace in general were reluctant to seek marriage and death certificates, compared to birth certificates. According to interviewees,

most marriages were traditional or religious affairs, rather than civil (official) affairs, and did not require certificates. Nor did citizens seek death certificates either because there was simply no interest in declaring them for cultural reasons, or because they wanted to avoid talking about the death of a loved one. Many commune managers thought that there was a need for more information and "sensitization" to enhance the registration of these basic demographic events.

3 Users' Guide for Commune Effectiveness Database

This section provides information for users to utilize and maintain the Commune Effectiveness Database. The first part provides guidelines on using the database, the second part contains guidelines for maintaining it. A hard copy of this database is provided in Annex D.

3.1 Using the Commune Effectiveness Database

The Commune Effectiveness Database (CED) uses Microsoft Excel for storing data and computing indicators. Data can be graphically displayed in the form of graphs and pie charts. In addition, a special feature has been added whereby data can be displayed on geographic maps. The CED consists of three parts:

- annual data spreadsheets,
- an indicator spreadsheet, and
- region maps of Koulikoro, Mopti, Ségou, and Sikasso.

The data spreadsheets contain the underlying data from which the indicators are computed. Data from different years are contained in separate spreadsheets. The indicator spreadsheet computes indicators using formulae applied to the underlying data. An indicator can be changed, therefore, simply by changing its formula. Similarly, new indicators can be added by adding new formulae. In both cases, the underlying data must be able to support the new or modified indicators. The region maps are contained in separate spreadsheets. Data can be added to and displayed on the maps using colors, dots, or other graphic elements. The data spreadsheets, indicators, and region maps are accessed simply by clicking on the appropriate tab that appears along the bottom upon opening the database using Excel.

3.1.1 The Data Spreadsheets

There is a data spreadsheet for each year that data are collected. These spreadsheets are shown as tabs along the bottom and are named Data2000, Data2001, Data2002, and so forth.

The data spreadsheets contain the "raw" or "primary" data from which the indicators are computed. Each data spreadsheet consists of columns of data organized by region (Column B) and, within regions, by commune (Column A). The target communes are organized separately from the nontarget communes. Within a region, the communes appear in no particular order. (See Box 3.1 for information on sorting the communes alphabetically.) The USAID

It is easy to sort by a particular parameter of interest in Excel. Suppose that you want to sort the communes in a region alphabetically by the commune name. Select the row numbers (i.e., the *entire rows*) for the communes that you want to sort, then click on *Data* then *Sort*. Under the *Sort By* option, type "Column A" (the column with the commune names). You can either sort in ascending (A through Z) alphabetical order or descending (Z through A) alphabetical order. Suppose you want to sort by partner organization. Notice that some communes have more than one partner organization working in them. As before, select the *entire rows* and click on *Data* then *Sort*. In this case, *Sort by* Column C *Then by* Column D. This will sort all the rows alphabetically by the first partner organization listed and, within that group, by the second organization listed (if any).

Box 3.1 - Sorting Data

partner organizations that work in each commune are listed in column C and, if there are two partners working in a commune, the second partner is listed in column D. The partner organizations are:

CARE	CARE International, Mali
CLUSA	Cooperative League of the United States of America
SAVE	Save the Children
WED	World Education

The remainder of each data spreadsheet (Column E onwards) contains the survey data from that year. A cell is blank if information could not be obtained for that item. The information in the cell may be a percentage (e.g., election participation rate), a numerical value (e.g., current budget in CFA), a count (e.g., number of Communal Counsel regular meetings), or a yes/no indicator (e.g., "Have development program"). Those columns which contain a count have heading labels "# of…" Those with yes/no indicators do not have "# of…" in their headings and are recorded as 1 (for yes) and 0 (for no).

3.1.2 The Indicators Spreadsheet

The indicators are computed using formulae applied to the data in the data spreadsheets. To view or edit a particular formula, click on the indicator *value* and view or modify the formula in the *Formula Palette.* Notice that the formulae all refer to columns (ranges) of data from the data spreadsheets (e.g., Data2000!X5:X32 refers to the values contained in Column X of the Data2000 spreadsheet from row 5 to row 32). The formulae include reference to the following Excel functions:

AVERAGE	Computes the arithmetic mean of a range of values.
COUNTIF	Counts the number of cells within a range that meet the given criteria.
COUNTA	Counts the number of cells that contain data within a specified range.
SUM	Adds up the values in a range of cells.

When converting from the French version of Excel to the English version, you must edit the formulae in the indicators spreadsheet from using commas to delineate decimals to using periods, e.g., in the indicator Communal Election Participation Rate, change the formula

from =COUNTIF(Data!H5:Data!H32,"<0,5")/COUNTA(Data!H5:Data!H32)

to =COUNTIF(Data!H5:Data!H32,"<0.5")/COUNTA(Data!H5:Data!H32)

thus changing "<0,5" to "<0.5" If you are switching from the French to the English version, you will need to do this for the following indicators (all those than show 0.0%):

Communal election participation rate	0% - 49%
	50% or more
TDRL tax payment rate	0% - 49%
	50% or more
Participation rate at communal council meetings (less 90%)	

3.1.3 The Maps

Geographic maps with indicator values displayed by various graphic elements can be easily created and combined with other charts, such as pie charts. For the best results, make sure to follow these two guidelines:

- The column containing the commune names should be in text format. To change the format, select the column (Column A in the data spreadsheets) and right click the column. Under *Format Cells* select "Text" then click "OK."
- The spellings of the commune names must be exactly the same (including spaces, case (capitalization), and special characters) as in the .dat file for the region. (See Step 1 under "Installing a new map for use with Excel" in Section 3.2.4.) A full list of the proper spellings of commune names are provided in Annex E.

Previously prepared maps appear in the CED on the map tabs KoulikMap (Koulikoro), SikaMap (Sikasso), SegouMap (Ségou), and MoptiMap (Mopti). You can also create an entirely new map and place it anywhere on any of the existing spreadsheets or in an entirely new spreadsheet. **To create a new map** click on the *Map* icon on the *Standard Toolbar* (the Map icon looks like a small globe) then move the cursor to the place where you want the map to appear and, holding down the left mouse button, draw a box the size that you want the map to be. (You may be asked to select from a map list or to type in the map you want to use. In the first case, just scroll down the list until you find the map you want to use and select it; in the second case, type in the name of the map.)

Double click on the map to select it. The toolbar will change to the Microsoft Map toolbar. Now you can carry out various operations on the map. **To add data to the map**, select *Insert* then *Data.* A range specification box will appear. Go to the data spreadsheet, and select the data that you want to display. You must include the commune names in the selection. (To select two nonadjacent columns, hold down the *Control* [Ctrl] key while selecting.)

The data display will default to shaded polygons, a default legend will be created, and a *Microsoft Map Control* dialogue box will appear. **To change the display and legend** parameters, double-click on the legend to get the *Format Properties* dialogue box. This box has two tabs, and allows you to change the legend title, font, and legend parameters (using the *Legend Options* tab) and the value range and color or grayscale options of the data displayed (using the *Value Shading Options* tab for shaded polygons). To get an equal spread of values through a color range, use the *Value Shading* options, select *Equal spread of values in each range* under the *Value Shading Options* tab, and select a color. These settings will automatically spread the data through the number of ranges you specify, and color each range using different intensities of the same color.

To add additional data, repeat the process of adding data to the map. The second set of data will default to a dot density format. You can **change the format of data** by dragging (using the "handles") any of four format icons: value shading, category shading, dot density, and graduated symbol. You can **change the colors and symbols** by double clicking on the appropriate legend. For example, to change the graduated symbols, double-click on the legend for that symbol and select the *Graduated Symbol Options* tab. Change the symbol by clicking on the *Modify Symbol*

button and selecting among the symbols available. The font will default to "Map Symbols." For additional symbols, select a different font.

To delete data from a map, just drag the "Column" out of the map box of the Microsoft Map Control box. (The Microsoft Map Control box is the first item under the "View" pull-down menu. Alternatively, you can use the *Show/Hide Map Control* button, which is on the right hand side of the toolbar.)

You can **display pie charts and column charts** along with the map. To do this, simply pull the appropriate format button in the Microsoft Map Control box and the column of data you want to display from the column list. As with the map display options, to change the chart display options, double-click on the legend and choose the appropriate tab. Note: You should place chart options on a *different* line from map display options.

To display the commune names select the *Labeler* under the *Tools* pull-down menu. To place a commune name on the map, move the mouse to the commune you want, and press the left mouse button. To change the font of the label, right-click on it to open the *Format Font* dialogue box. **To remove a label**, click the arrow key (located on the left-hand side of the map toolbar), select the label you want to remove, and press the "Delete" button.

You can **change the position or size of map elements** (map, title, legends). To change the position of the map, select it using the *Hand* icon and drag it to the desired position. To change the size of the map, use the *Zoom Box*. You can either select from the list of percentages given, or type in your own percentage. To change the position of the title or of a legend, select it with the arrow key and drag it to the new position. To change its size, click and drag the lower right-hand corner. **To change the title of a map**, double-click it and type the new title. To change the title's font, right-click the title and select *Format Font*.

You can **insert special symbols** in the map to indicate, for example, the location of health centers or schools. To do this, select the *Custom Pin Map* icon (it looks like a push pin). Place the "push pin" over the spot where you want the special symbol to appear and click on it. To change the symbol, double-click on it with the arrow key and choose among the array of symbols available.

For additional help on creating and displaying maps, click *Microsoft Map Help Topics* under the *Help* pull-down menu, or use the arrow-question-mark button for the definition of a specific map element. Sample maps are shown in Annex F.

3.1.4 Pie Charts and Bar Charts

To add a pie chart or a bar chart for display along with the map, select the *Chart Wizard* icon which is located just to the left of the *Map* icon on the *Standard Toolbar*. The *Chart Wizard* guides you through the steps for creating an embedded chart on a worksheet, or for modifying an existing chart.

The first window gives you a selection of **chart types**. You will most likely want to use either the column (bar) chart (first option) or the pie chart (fourth option). Click on the option you

want to select. You will now be given a selection of chart sub-types. These are different ways to display that particular chart type. For example, different types of pie charts include a standard pie chart, a pie chart displayed with a three-dimensional effect, and an exploded pie chart. The column chart options include clustered columns, stacked columns, and three-dimensional effects. Select the one you want and click *Next*.

The next window asks you to select the **data range** that you want to chart. You can select the data for the chart in the same was as you did for the map, simply by going to the data spreadsheet and selecting it. (Don't forget to hold down the *Control* [Ctrl] key to select data in nonadjacent columns.) An example of how the pie chart will look will show on the screen. If you don't like the way it looks, you can click on *Back* to use a different style or even to change the type of chart (from, say, pie chart to column chart or visa versa). To show a meaningful title for the data, click on the *Series* tab and type the title into the *Name* window. (Note: The *Name* refers to a *Series* or selection of data – it is the title of the data, not the title of the chart as a whole. You can plot more than one series of data on the same chart. If you were, for example, to plot the communes' Election Participation Rate and Tax Payment Rate on the same chart, you would have two data series, labeled *Series1* and *Series2*.) Click *Next*.

The next window has several tabs. In the case of a pie chart, the *Data Labels* tab gives you the option to show the data on the chart in various ways. When you click on an option the window will show an example of how it will look. Select the option you want. The *Legend* tab allows you to turn the legend on or off by checking or unchecking the *Show Legends* box, and to place the legend in the chart area. (Note: You can also move the legend around manually once the chart is finished.) The *Titles* tab allows you to type in a title for the chart. In the case of a column chart, additional tabs are provided for customizing the *Gridlines*, *Axes*, *Data Labels*, and *Data Tables*. As you click on the various options, the window will show an example of what the chart will look like. When you are satisfied with the results, click *Next*.

The last window asks you where you want to place the chart. If you had started the *Chart Wizard* from a map spreadsheet, then the *As object in* option will default to that spreadsheet. In that case, click *Finish*. Otherwise type in the desired location, then click *Finish*.

At any time while using the *Chart Wizard* you can go back (using the *Back* button) and **change your previous choices**. Even after you click *Finish*, you can edit the chart. To change the placement of a chart element (the legend, the title, or the chart itself) simply select the element by clicking on it with the left mouse button and dragging it to the new location. To change the display parameters of that element, double-click the element with the left mouse button and change the parameters using the tabs and options provided. To redo the entire chart from the beginning, click on it to select it then click on the *Chart Wizard* button. This will allow you to go step-by-step through the Wizard to modify the chart. To move the entire chart on the spreadsheet, select it and drag it to the new location. To delete it, select it and press the *Delete* (DEL) button.

3.2 Database Maintenance

This section describes how to maintain the database. The focus of this section is on updating the database with new information from additional annual surveys.

3.2.1 Adding Additional Communes (Rows) to a Data Spreadsheet

Additional **target communes** can be added to a data spreadsheet simply by adding a row to the appropriate data spreadsheet and typing in the new information. To do this, simply click on the row number (this will select the entire row) to insert a new row and type the new information. (To insert a new row, select *Rows* under the *Insert* pull-down menu.) The new row will be inserted *before* the selected row. In order to ensure that the mapping function recognizes the new commune, you must spell the commune name precisely as it is spelled in the map, including spaces and special characters (like apostrophes). Commune name spellings are located in the .dat file for that map. (So, for example, the spellings of the commune names in Mopti are in the file mopti.dat.) Once you have added a new commune (row), all the row references in the indicator spreadsheet will adjust automatically to accommodate the new row.

As new communes are added to the database for monitoring, additional communes must also be added to the **nontarget (control) group**. By the time the number of target communes has grown to 175, the number of nontarget communes required will be 30 (about 15% of the total of 175+30 = 205). Communes for the control group are added using the random number (RAND) function in Excel. This function is applied to a spreadsheet containing the names of all 701 communes in Mali. The communes are then sorted numerically by their random numbers. The first one in the list is checked against the list of partner organizations. If it is included in this list then it is a target commune so it is rejected as a nontarget commune and the next commune in the list is considered. This process is continued until reaching the desired number of nontarget communes.

3.2.2 Adding Additional Data (Columns) to a Data Spreadsheet

New primary data can be collected and added to a data spreadsheet by adding a new column to the spreadsheet. To add a new column to a data spreadsheet, click on the column that you want the new data to appear *before* and select *Columns* under the *Insert* pull-down menu. Type the new data into the blank column that is inserted. The column references in the indicator spreadsheet will adjust automatically to accommodate the new column.

3.2.3 Adding Additional Data Spreadsheets

To keep the individual spreadsheets from becoming too large and difficult to manage, the survey data from each year are held in different spreadsheets. Blank spreadsheets are included for several years. These are labeled Data2001, Data2002, and so forth. They are ready for adding data collected from future surveys.

To add spreadsheets for additional years, go to the first blank spreadsheet (it will appear after the last named tab and it will be called either “SheetN” (in English) or “FeuilN” (in French) where N is an integer. Double-click on the tab’s name to select it, then type in the new name (e.g., Data2020). To replicate the format of the other data spreadsheets, select the entire spreadsheet by clicking on the *Select All* button (the gray rectangle in the upper left corner of the worksheet where the row and column headings meet). With the entire spreadsheet selected, copy it using the *Copy* command in the *Edit* pull-down menu. Then, in the new spreadsheet, click on the *Select All* button and paste the copied spreadsheet using the *Paste* command in the *Edit* pull-

down menu. Delete all the old data. Now the spreadsheet is ready to receive new data, and that data will be in the same format as the other spreadsheet.

3.2.4 Adding Additional Years to the Indicator Spreadsheet

For each data spreadsheet there are two columns in the indicator spreadsheet, one for the target communes and one for the nontarget communes. Indicators for future years will automatically be calculated as soon as the data collected during each year are entered into the appropriate data spreadsheet.

To add additional years to the indicator spreadsheet, select any two adjacent columns (target and nontarget communes) from the same year by clicking on the column headings to select the entire columns. Copy the columns using the *Copy* command in the *Edit* pull-down menu. Now select (click on) the first two unused columns at the end of the list of columns and paste the copied columns using the *Paste* command in the *Edit* pull-down menu. (You can also insert new columns between two existing columns by using the *Insert* then *Columns* commands.) To reference the appropriate spreadsheet, you must manually change the data spreadsheet references in each formula. Also check the column headings in the formulae to make sure they reference the columns you want to use.

3.2.5 Adding New Maps and Removing Old Maps

New maps must be included in the list of maps that Excel recognizes as valid. The following steps explain how to do this. You should rarely have to carry out this procedure, since once you have added a map it will always be available to Excel, as long as you don't remove it from your computer or change computers.

Installing a new map for use with Excel

Step 1 - Each new map is associated with five files. For a map called "mapname" these files are: mapname.dat, mapname.id, mapname.ind, mapname.map, and mapname.tab. Using Windows Explorer, copy all these files into C:\Program Files\Common Files\Microsoft Shared\Datmap\Data (Windows Explorer can be found by clicking on *Start* on the Windows Toobar and then looking in the list of *Programs.*) Note: Different computers will recognize the .dat file in different ways. If you have Corel WordPerfect, you can open this file directly. Otherwise, you can use Microsoft Notepad to open it. In any case, it is a good idea to print this file since it contains the correct spellings of the commune names.

Step 2 - Go to the directory C:\Program Files\Common Files\Microsoft Shared\Datamap and double-click Datainst.exe. A program will begin called "Map Manager." Click the *New* button to add the new map and type in the name of the new map.

Step 3 - Next click *Advanced* then *Add*. Under *File Name* type in the name of the new map's tab file, e.g., mapname.tab, then click *Open.*

Step 4 - A *Configure Map Feature* menu will open. Enter a description that helps to explain what this map is of (e.g., "Sikasso" or "Mali region of Sikasso"). Under *Table used to refine searches* select "World Countries."

Step 5 - Now look down the *Map Features* list. Click (check) the mapname (the new map) and make sure all the other maps are unclicked (not checked).

Step 6 - Press the *Exit* button. (You must press *Exit* before trying to use the new map in Excel.)

Removing a map from those recognized by Excel

You may sometimes want to remove a map. For instance, if the commune boundaries have changed, you will want to delete the old map and replace it with a new, updated, map showing the new boundaries. Removing a map from those recognized by Excel is easy:

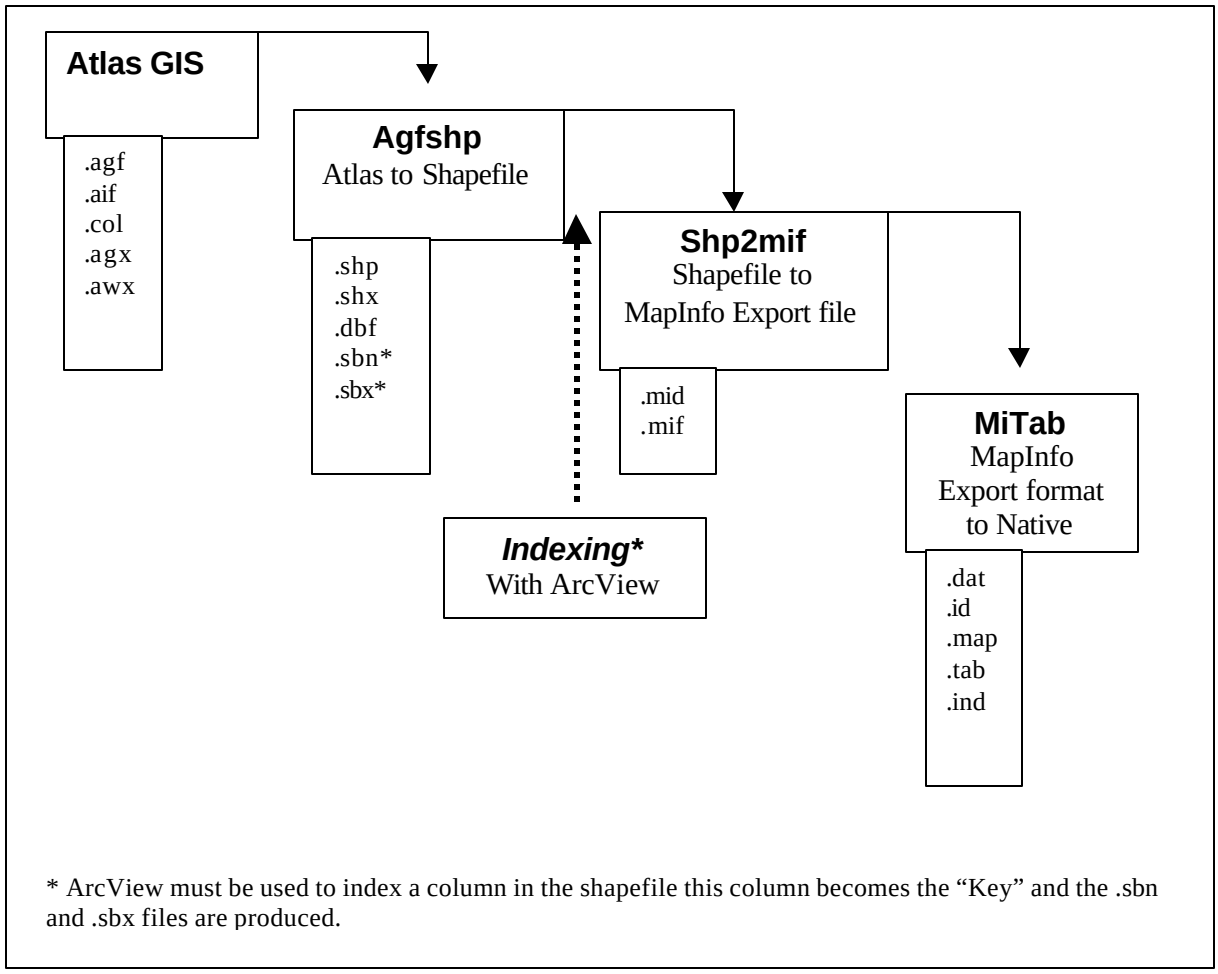
Go to the directory C:\Program Files\Common Files\Microsoft Shared\Datamap and double-click Datainst.exe. The "Map Manager" opens. Scroll down the list of *Map Templates.* Select the map you want to remove, and click *Remove*. A message will appear asking you if you want to delete this map from your disk. Click *Yes*, then click *Exit*. (Note: The files will be removed entirely from your disk drive – not just from the Map Manager.) To replace the removed map with a new, updated, map with the same name, follow the steps above for "Installing a new map

3.2.6 Creating Entirely New Maps

This section describes conversion techniques to creating entirely new maps in a format that Excel will recognize from existing GIS maps. The conversion techniques described here use "freeware" conversion programs that are publicly available on the Internet. This low-cost conversion allows users to prepare maps made in AtlasGIS or ArcView GIS for use in Excel. (The conversion programs are included on diskette with this final report. The "Read me" files associated with each of them contain information about the individual programs and their developers.)

Figure 3.1 illustrates the conversion process from Atlas GIS to MapInfo "native" format, which is used by the Excel mapping program. Under each conversion "box" is a list of the files produced by that conversion. These files are in turn required for the next conversion in the process. All files listed are required at each stage to proceed.

All of the conversion programs run from the DOS prompt using command lines. (To initiate a DOS window, click on *Start* then *Programs* then Command Prompt. Change directories with the "cd" command and navigate to the folder where you have stored each conversion program. You can open more than one DOS prompt at a time to avoid changing directories often. Use the syntax described for each conversion program to make the appropriate conversions.)



Agfshp Conversion Program[4] Agfshp.EXE is a DOS program that converts an Atlas Geo file (AGF) into an ESRI shapefile. The general procedure is to determine which layer of the Atlas Geo file to translate and then convert that particular layer to an ESRI shapefile. Unlike Atlas Geo files, ESRI shapefiles contain only one layer of spatial information.

Although you can convert an Atlas Geo file that is in any projection, we recommend that you always put the Atlas Geo file into the Latitude/Longitude projection first. To do this using Atlas GIS for Windows, go to the *Map* pull-down menu, select *Change Projection* and then *LL*. When the Atlas Geo file is in Latitude/Longitude, the shapefile coordinates will be written in decimal degrees. Decimal degrees are preferred for ESRI shape files since ArcView can project them to other projections on the fly. As a result, shape files are generally stored in decimal degrees.

Within agfshp, there are two methods to view the layer information of an Atlas Geo file. One method writes the information to the screen while the other writes the information to a text file.

Command Usage: agfshp [agf_file] {output_file}

[4] http://www.esri.com

[agf_file] The name of the ATLAS Geo file that you want to convert. You must have both an AGF and AIF file. Do not include the suffix.

{output_file} Specifying an output file is optional. If you specify an output file, the layer information will be written as a text file. Otherwise, the layer information will appear on the screen. Specify the TXT suffix.

Example Usage: agfshp C:\AGISW\DATA\WORLD LAYERS.TXT

Example Results

Layer#	Name	Type	Count
0	Countries	Region	238
1	PotentialCntrys	Region	8
2	Grid	Line	56
3	Capitals	Point	196
4	Cities	Point	1579

&REM NAD-27 Latitude/Longitude, Scalar in Degrees of Latitude
&REM LL
PROJECTION GEOGRAPHIC
UNITS DD
PARAMETERS

Note that there are five layers in this AGF file. They are numbered 0-4. The layer description, type, and count of features are also included.

Once you know the layer number that you wish to convert, execute the conversion command.

Command Usage: agfshp [agf_file] [layer_number/layer_name] [shape_file]

[agf_file] The name of the ATLAS Geo file that you want to convert. You must have both an AGF and AIF file. Do not include the suffix.

[layer_number/layer_name]
The layer number or name on the AGF file to convert. Layer numbers range from 0-255. Layer names are case insensitive (ROADS is the same as RoAdS)

[shape_file] The name of the shapefile to create. Do not include the suffix.

Example Usage: agfshp C:\AGISW\DATA\WORLD 3 CAPITALS
or
agfshp C:\AGISW\DATA\WORLD CAPITALS CAPITALS

This command creates four files with the following suffixes:

.shp - stores the feature geometry
.shx - stores the index of the feature geometry

.dbf - dBASE file that stores the feature attribute information
.prj - ARC/INFO projection file (PRJ)

The first three files in the list above (.shp, .shx, .dbf) make up a shape file and should always be stored in the same directory. The ARC/INFO projection file (.prj) is not used by ArcView. For more information on all the files that can be part of a shape file, see the ArcView on-line help.

The projection information of the AGF file is written to an ARC/INFO projection file (PRJ) for most projections. There are a few exceptions (GKn, IGNxxx, LLPARIS, OSGB, and OSNI). The PRJ file will have the same name as the shapefile (i.e., XXX.PRJ). If ARC/INFO users later convert the shapefile to a coverage, they should copy the PRJ file into the coverage directory as PRJ so the coverage will have the correct projection information.

When creating a shapefile, the resultant DBF file will have the following items

ID_ The ID of the feature.
NAME1_ The primary name of the feature.
NAME2_ The secondary name of the feature.

For line and region layers.
PARTS_ The number of lines or polygons that make up the feature.
POINTS_ The number of points in the feature.
LENGTH_ The length of the line or perimeter of the polygon.

For region layers.
AREA_ The area of the polygon.

Shp2Mif Conversion Program[5] This is a program for converting SHP (ArcView) files to MIF/MID (MapInfo) files (version 300) and it can be used for batch processing or as stand alone translator. Output files (MIF/MID) can be imported into MapInfo using MapInfo's built in converter.

Usage: SHP2MIF ShapeFileName [MifFileName [IndexBy1] [IndexBy2]...]

ShapeFileName -- filename of the SHP(Input) file without .shp extension
MifFileName -- filename of the MIF(Output) file without .mif extension IndexBy1, IndexBy2 -- valid field number in database to index by, up to 10 indexes allowed.

If MifFileName is omitted, it is assumed to be the same as ShapeFileName. However, to supply IndexBy, MifFileName must be present. If extension is supplied on any file name, it is ignored in favor of default extensions: SHP (.SHP, .DBF) MIF (.MIF, .MID). To convert data at least two files must be present .SHP and .DBF; .SHX file is not required.

[5] Val Mushinskiy for Wessex, Inc. To contact Val Mushinskiy e-mail vmushinskiy@earthlink.net or on internet you can go to http://www.geocities.com/~vmushinskiy/ to see his web site.

Example 1
SHP2MIF C:\TEST\STR17003 C:\TEST2\STR17003
Converts SHP files in directory C:\TEST (STR17003.SHP, STR17003.DBF) to MIF files in directory C:\TEST2 (STR17003.MIF, STR17003.MID).

Example 2
SHP2MIF C:\TEST\STR17003
Converts SHP files in directory C:\TEST (STR17003.SHP, STR17003.DBF) and creates MIF files in the same directory but with different extensions (STR17003.MIF, STR17003.MID).

Example 3
SHP2MIF C:\TEST\STR17003 C:\TEST2\STR17003 1 2 4 5
Converts SHP files in directory C:\TEST (STR17003.SHP, STR17003.DBF) to MIF files in directory C:\TEST2 (STR17003.MIF, STR17003.MID). Marks fields number 1 2 4 and 5 as indexed for later conversion to TAB.

The SHP2MIF converter will accept any shape type (point, arc, polygon, multipoint) from the shape file. However, because of different formats, files have been converted between formats the following ways (organized by shapefile type):

Point type: Converts to Mif's POINT object. No significant changes occur.

Arc type: Converts to Mif's PLINE object. No significant changes occur.

Polygon type: Converts to Mif's REGION object. No significant changes occur.

MultiPoint type: Converts to Mif's POINT object. Because no equivalent to MultiPoint exists in MIF/MID file format, it is converted to POINT object and dBASE records for each point collection are duplicated to hold one-to-one ratio of geographical to textual data.

It is assumed that the corresponding dBASE file contains as many records as SHP file (one-to-one ratio). However, if that is not the case, the converter would still continue, the result of which would be a MIF file with more records than the MID file. Please try to avoid those situations by first checking the validity of shapefiles before converting them to MIF/MID file format.

MI Tab Conversion Program[6] MITAB comes with a conversion program called TAB2TAB that can do tab-to-mif and mif-to-tab translations.

Usage: tab2tab <src_filename> <dst_filename>

Converts TAB or MIF file <src_filename> to TAB or MIF format.

[6] Copyright (c) 1998-2000, Daniel Morissette (danmo@videotron.ca) it also contains parts and uses support libraries that are Copyright (c) 1998-2000, Frank Warmerdam (warmerda@home.com) and Copyright (c) 1999, 2000, Stephane Villeneuve (stephane.v@videotron.ca) http://pages.infinit.net/danmo/e00/index-mitab.html

The extension of <dst_filename> (.tab or .mif) defines the output format.

By using TAB2TAB, the need for the other conversion programs included with MI_Tab is eliminated. Be sure to include the extensions of the files that you are translating as this is how MI_Tab recognizes which format you are converting from and to.

If your .mif file had indexed fields, then an .ind file will be produced. Otherwise, .dat, .id, .tab, and .map files will only be produced. The .dat file contains attribute data and can be opened with any text program.

Indexing A key step in the process is indexing a field while the files are in shape file format. This means that you must have ArcView GIS software to do these conversions. To index a field, *Open* the shape file to be indexed and go to *Tables.* Use the *Start Editing* option and select the column that you would like to use for key attributes in the file. After selection, simply select the *Index* option and save your edits. When using Shp2Mif be sure to indicate the field that you indexed. Additionally, after the MiTab conversion, check to see if an .ind file was created. If the .ind file is present then the indexing is correct.

4 Conclusions and Recommendations

The Task Order "Quantitative Instrument to Measure Commune Effectiveness" under the USAID BASIS IQC has resulted in two important innovations:

- a set of quantitative measures of local governance (as opposed to government), and
- representation of governance indicators in a "cognitive" (geographic) map using Microsoft Excel.

No other USAID Mission has gone further in demonstrating the use of *quantitative* indicators for local governance. It is hoped that the resulting indicators will be used not only by the USAID DG Team, but also by other USAID SO teams, USAID's partner organizations and NGOs, the communes themselves (as self-monitoring tools), and even as models for other countries in West Africa that are currently undergoing efforts to decentralize their governments. The ability to easily and quickly represent indicators on geographic maps provides a view that can be easily understood and appreciated at all of these levels.

The sample survey provided valuable lessons and insights that can be applied to the longer term monitoring effort. Based on these lessons and insights, the following recommendations are made.

- Surveys should be scheduled shortly after the beginning of a new fiscal year, and information requested regarding the past year. Since the fiscal year is from January through December, ideally the survey should be conducted in mid- to late-February to allow communes time to complete their accounting of the previous year. (It was the DG Team's hope that the survey of commune effectiveness could be carried out at the same time as the Annual Survey, which is held in November. However, this would involve either asking respondents for partial year information, or else trying to combine responses from the first three quarters (Q1, Q2, and Q3) of the current year with the last quarter (Q4) of the previous year. The latter option would not only be difficult from a data analysis standpoint, but would also be difficult to explain to respondents and would likely result in incomplete or unreliable information.)
- If nontarget communes are to be included for comparison purposes (i.e, as a control group), the size of the corresponding sample must be increased. With a total of 175 communes, at least 30 nontarget communes will be required to act as a control sample.
- Forthcoming surveys should continue to collect additional data beyond the few key indicators, and should continue to include qualitative and open-ended questions as well as quantitative data. Since most of the enumerators' time is taken with travel, the additional time required to collect additional data is negligible. Such additional information is extremely valuable for refining the indicators, adding new indictors, and understanding results and trends.

Appendices

Annex A Survey Instrument

Questionnaire d'enquête sur l'efficacité des communes

Octobre 2000 (Version FINALE)

****

Introduction

Bonjour ***(présentation de l'équipe d'enquêteurs***). Nous travaillons pour un bureau d'études dénommé Info-Stat. Nous menons actuellement pour le compte de l'Équipe Gouvernance Démocratique de l'USAID une étude sur les communes. La participation à cette étude est purement volontaire. Les informations que vous nous fournirez n'auront pas d'impacts négatifs sur votre commune. Elles seront très utiles pour l'USAID dans le cadre de ses interventions en matière de décentralisation. L'entretien peut prendre environ une heure et certaines informations nécessitent des documents appropriés.

****

Date : _____ Heure : début _____ fin _____

N° du questionnaire : |___|___|

Enquêteur : _____ |___|___|

Répondants **(plusieurs sont souhaités)**

1. Maire /Adjoint(s)
2. Secrétaire général
3. Conseillers municipaux
4. Représentants États
5. Représentants OC/fédérations
6. Représentant ONGs
7. Chef de villages, conseiller(s)
8. Autres , _____

I - RENSEIGNEMENTS GÉNÉRAUX SUR LA COMMUNE

Nom de la commune _____

Région : _____ Cercle : _____

Nombre de villages : _____ Population _____

Depuis quand le conseil communal est-il place ? _____

Nombre et type d'organisations communautaires

	NOMBRE		NOMBRE
AV/ton		Caisse/crédit	
ASACO		Coopératives	
APE		Fédérations	
CGCOM			
Grpm. femmes			

II - RENFORCEMENT DE LA DÉMOCRATIE À LA BASE

(1) Lors des dernières élections communales, quel a été le taux de participation dans votre commune?

Global _____ Hommes _____ Femmes _____

(2) A ce jour, quels sont les taux de recouvrement des impôts et taxes?

	Taux de recouvrement	**Observations**
T. D. R. L		
Autres impôts et taxes (à spécifier)……..		

(3) Les élus de la commune sont au nombre de combien? _____

Parmi ceux-ci, il y a combien des femmes ? _____

III – DÉVELOPPEMENT LOCAL DURABLE

(4) Dans votre commune, quel est le taux de scolarisation dans le premier cycle?

	Taux	Période correspondante
Garçons :	_____	_____
Filles :	_____	_____
Les deux :	_____	_____

(5) Le taux d'alphabétisation des adultes?

	Taux	Période correspondante
Garçons :	_____	_____
Filles :	_____	_____
Les deux :	_____	_____

(6) De septembre 1999 à ce jour, votre commune a-t-elle enregistré la création de nouvelles infrastructures économiques, sociales ou culturelles, **y compris les infrastructures en cours de réalisation?**

1. Oui
2. Non → **passer à la question N° 8**

(7) Quelles sont infrastructures? **Enquêteurs : pour chacune, demander : Qui a initié? Quelle est la contribution de la commune?**

INFRASTRUCTURES	Commune a initié?	Contribution de la comm.

Codes : → Initiative : 1 = Oui 2 = Non
→ Contribution : 1 = Total 2 = Partielle 3 = Aucune

(8) De septembre 1999 à ce jour, la commune a-t-elle enregistré la création de nouvelles entités à caractère économique
caractère économique, entreprises de production ou de services)?

1. Oui
2. Non → **passer à question N° 10**
3. Ne sait pas → **passer à question N° 10**

(9) Indiquer ces entités et leur nombre?

	NOMBRES

IV - LE CONSEIL COMMUNAL EST UN PARTENAIRE EFFICACE

(10) De septembre 1999 à ce jour, le conseil communal s'est-il réuni?

1. Oui → combien de fois _____
2. Non → **passer à question 12**

(11) Quelle était la nature (ordinaire ou extra-ordinaire) de ces sessions et combien de conseils y étaient présents ?

SESSIONS	**Nature ? ordin. ou extra- ?**	**NOMBRES DE PRESENTS**
1ère		
2ème		
3ème		
4ème		

Codes nature: 1 = Ordinaire 2 = Extra-ordinaire

(12) De septembre 1999 à ce jour, le conseil communal a-t-il consulté la population sur un quelconque problème de la commune?

1. Oui → combien de fois _____
2. Non → **passer à question N° 14**

(13) A quel(s) sujet(s) ?

	Sujets
1	
2	
3	
4	

(14) En matière d'état civil, la commune a-t-elle entamé la délivrance des actes?

1. Oui
2. Non → **passer à question N° 16**

(15) De septembre 1999 à ce jour, combien d'actes ont été délivrés ?

EVENEMENTS	**NOMBRES**
Naissances	
Mariages	
Décès	

(16) Votre exercice budgétaire actuel couvre quelle période?

_____

(17) Quel est le taux actuel d'exécution du budget? _____ ;
le **total du budget** est de combien? _____ F CFA

(18) Dans le processus d'élaboration de ce budget, qui de la commune a été impliqué ou concerté?

_____

_____

_____

(19) De septembre 1999 à ce jour, la commune a-t-elle contacté les autorités au delà de la commune pour un quelconque problème de développement?

1. Oui → combien de fois _____
2. Non → **passer à question N° 21**

(20) Sur ces contacts, combien de fois la commune a-t-elle pu obtenir un résultat positif?

1. Aucune
2. 1 fois
3. 2 fois ou plus
4. Indéterminé

(21) De septembre 1999 à ce jour, votre commune a-t-elle collaboré avec d'autres communes pour la réalisation d'activités de développement ?

1. Oui → combien de fois _____
2. Non

(22) Votre commune assure-t-elle actuellement la prise en charge des enseignants?

1. Oui → dans quelle proportion ? _____
2. Non

V - LA SOCIÉTÉ CIVILE EST UN PARTENAIRE EFFICACE

(23) Dans votre commune, la société civile (OCs, ONGs, fédérations etc.) est-elle engagée dans la réalisation des services de proximité **(services d'utilité publique)?**

1. Oui
2. Non → **passer à question N° 25**

(24) Pouvez-vous donner des exemples de services de proximité réalisés par la société civile, de septembre 1999 à ce jour?

_____

_____

_____

(25) De septembre 1999 à ce jour, la société civile a-t-elle contacté la commune pour un quelconque problème de développement ?

1. Oui → combien de fois _____
2. Non → **passer à question N° 27**

(26) Sur ces contacts, combien de fois la société civile a-t-elle pu obtenir un résultat positif?

1. Aucune
2. 1 fois
3. 2 fois ou plus
4. Indéterminé

VI – EXISTENCE DE MÉCANISME(S) OU PROCESSUS POUR UN PARTENARIAT EFFICACE

(27) Avez-vous un plan de développement communal?

1. Oui
2. Non → **passer à question N° 30**

(28) Dans le processus d'élaboration de ce plan, qui de la commune a été impliqué ou concerté?

_____

_____

_____

(29) Ce plan a-t-il été soumis à l'approbation du délégué du gouvernement ?

1. Oui
2. Non

(30) Y-a-t-il des plates-formes de concertations **à l'intérieur** de votre commune?

1. Oui
2. Non → **passer à question N° 32**

(31) Citer ces plates-formes et indiquer leurs périodicités?

PLATES-FORMES	PERIODICITÉS

(32) Y-a-t-il des plates-formes de concertations **à l'extérieur** de votre commune?

1. Oui
2. Non → **passer à question N° 34**

(33) Citer ces plates-formes et indiquer leurs périodicités?

PLATES-FORMES	PERIODICITÉS

(34) De septembre 1999 à ce jour, les élus et la société civile, en collaboration, ont-ils contacté les représentants de l'État pour un quelconque problème de ?

1. Oui → combien de fois _____
2. Non → **passer à question 36**

(35) Sur ces contacts, combien de fois les élus et la société civile ont-ils pu obtenir

1. Aucune
2. 1 fois
3. 2 fois ou plus
4. Indéterminé

(36) Les élus de la commune collaborent-ils ou sont-ils en partenariat avec la tutelle ?

1. Oui
2. Non → **passer à question N° 38**

(37) Pouvez-vous décrire cette collaboration ou ce partenariat?

_____

_____

_____

(38) Avez-vous des mécanismes ou des moyens d'information des acteurs communaux sur les décisions de la commune ?

1. Oui
2. Non → **PASSEZ À L'AVANT-DERNIÈRE PAGE**

(39) Indiquer ces mécanismes ou moyens, si nécessaire, fournir des indications sur

Mécanismes/moyens	

******** COMMENTAIRES *********

Selon vous, qu'est ce qu'une « COMMUNE EFFICACE » ?

****

Avez-vous des commentaires sur le fonctionnement ou l'utilisation des services d'état civil dans votre commune ?

******** OBSERVATIONS SUR LES DONNÉES *********

Enquêteurs: Veuillez noter ici tous renseignements utiles pour comprendre ou expliquer les réponses aux questions

********** FIN DE L'ENTRETIEN **********
********* MERCI POUR VOTRE PATIENCE **********

Annex B Sample Survey Frequency Distributions

Note: Because of missing information or non-applicable cases, the total in some tables maybe less than 35.

```
.
.
. ***  Types of respondents

-> group=   Target

RESPONDANTS                   |   # of communes
------------------------------+----------------------------------
Maires                        |      28
Representants ocs/federation |      22
Secreataire general           |      24
Representants ONGs            |      10
Conseillers municipaux        |      16
Chefs villages/conseillers    |       9
Representants Etats           |      20
Autres                        |      12

-> group=  Control

RESPONDANTS                   |   # of communes
------------------------------+----------------------------------
Maires                        |       7
Representants ocs/federation |       6
Secreataire general           |       7
Representants ONGs            |       2
Conseillers municipaux        |       6
Chefs villages/conseillers    |       3
Representants Etats           |       5
Autres                        |       0


. ***  Number of villages
. tab villag group

           | group
     villag|    Target    Control |     Total
-----------+----------------------+----------
         4 |         0          1 |         1
         5 |         1          2 |         3
         6 |         3          0 |         3
         8 |         2          0 |         2
        10 |         2          0 |         2
        11 |         1          0 |         1
        12 |         1          0 |         1
        14 |         2          0 |         2
        16 |         3          0 |         3
        22 |         2          0 |         2
        23 |         0          1 |         1
        25 |         1          0 |         1
        26 |         0          1 |         1
```

```
        28 |         1          1 |         2
        29 |         1          0 |         1
        30 |         2          0 |         2
        31 |         1          0 |         1
        32 |         1          0 |         1
        35 |         1          0 |         1
        36 |         0          1 |         1
        42 |         1          0 |         1
        45 |         1          0 |         1
        57 |         1          0 |         1
-----------+----------------------+----------
     Total|        28          7 |        35


. ***   Population of communes
. tab popu   group

           | group
     popula|    Target    Control |     Total
-----------+----------------------+----------
      4035 |         1          0 |         1
      4894 |         1          0 |         1
      5360 |         0          1 |         1
      5683 |         1          0 |         1
      6301 |         1          0 |         1
      7748 |         1          0 |         1
      7771 |         1          0 |         1
      7825 |         0          1 |         1
      8259 |         1          0 |         1
      9306 |         1          0 |         1
     11670 |         1          0 |         1
     11833 |         1          0 |         1
     12465 |         0          1 |         1
     13659 |         1          0 |         1
     14301 |         1          0 |         1
     14312 |         0          1 |         1
     14975 |         1          0 |         1
     15949 |         0          1 |         1
     16086 |         1          0 |         1
     17101 |         1          0 |         1
     17591 |         1          0 |         1
     18093 |         1          0 |         1
     18520 |         0          1 |         1
     20340 |         1          0 |         1
     20343 |         1          0 |         1
     21547 |         1          0 |         1
     22248 |         1          0 |         1
     23580 |         1          0 |         1
     27306 |         1          0 |         1
     27451 |         1          0 |         1
     30163 |         0          1 |         1
     30300 |         1          0 |         1
     31655 |         1          0 |         1
     34822 |         1          0 |         1
     35149 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
. ***  Number of   AVs  (economics)
. tab nbav    group

           | group
      nbav|    Target    Control |     Total
----------+----------------------+----------
         0 |         1          0 |         1
         1 |         1          0 |         1
         3 |         1          0 |         1
         5 |         1          2 |         3
         6 |         2          1 |         3
         7 |         2          0 |         2
         8 |         1          1 |         2
         9 |         1          0 |         1
        12 |         0          1 |         1
        15 |         2          0 |         2
        16 |         1          0 |         1
        18 |         1          0 |         1
        19 |         1          0 |         1
        23 |         1          0 |         1
        29 |         0          1 |         1
        31 |         1          0 |         1
        41 |         1          0 |         1
        44 |         1          0 |         1
        48 |         0          1 |         1
----------+----------------------+----------
     Total|        19          7 |        26

. ***  Number of Caisses (Credit/saving)
. tab nbcais  group

           | group
    nbcais|    Target    Control |     Total
----------+----------------------+----------
         0 |         7          2 |         9
         1 |         8          2 |        10
         2 |         5          1 |         6
         3 |         3          1 |         4
         4 |         1          0 |         1
         5 |         1          0 |         1
         6 |         1          0 |         1
        12 |         1          0 |         1
----------+----------------------+----------
     Total|        27          6 |        33

. *** Number of ASACOs (Health)
. tab nbasaco group

           | group
   nbasaco|    Target    Control |     Total
----------+----------------------+----------
         0 |         1          0 |         1
         1 |        17          6 |        23
         2 |         9          1 |        10
----------+----------------------+----------
     Total|        27          7 |        34
```

```
. *** Number of cooperatives
. tab nbcoop  group

           | group
     nbcoop|    Target    Control |     Total
-----------+----------------------+----------
         0 |         2          3 |         5
         1 |         5          1 |         6
         2 |         9          1 |        10
         3 |         2          0 |         2
         4 |         2          0 |         2
         5 |         2          0 |         2
-----------+----------------------+----------
      Total|        22          5 |        27


. *** Number  of APEs (education)
. tab nbape   group

           | group
      nbape|    Target    Control |     Total
-----------+----------------------+----------
         0 |         0          1 |         1
         1 |         7          1 |         8
         2 |         9          1 |        10
         3 |         4          1 |         5
         4 |         3          1 |         4
         5 |         3          1 |         4
         6 |         1          0 |         1
         8 |         1          0 |         1
        10 |         0          1 |         1
-----------+----------------------+----------
      Total|        28          7 |        35


. *** Number of  federations
. tab nbfed   group

           | group
      nbfed|    Target    Control |     Total
-----------+----------------------+----------
         0 |         4          1 |         5
         1 |        12          3 |        15
         2 |         2          3 |         5
         3 |         1          0 |         1
-----------+----------------------+----------
      Total|        19          7 |        26


. ***  Number of  CGCOMs (education)
. tab nbcgcom group

           | group
    nbcgcom|    Target    Control |     Total
-----------+----------------------+----------
         0 |         1          0 |         1
         1 |         1          0 |         1
```

```
          2 |         1          0 |         1
          3 |         3          1 |         4
          4 |         3          1 |         4
          5 |         4          2 |         6
          6 |         2          1 |         3
          8 |         1          0 |         1
         10 |         1          0 |         1
         11 |         2          0 |         2
         12 |         0          1 |         1
         13 |         1          0 |         1
         15 |         1          0 |         1
         21 |         1          0 |         1
         24 |         1          0 |         1
------------+----------------------+----------
      Total|        23          6 |        29


. *** Number of GROUPEMENTs FEMININ (Women groups)
. tab grpfem  group

           | group
     grpfem|    Target    Control |     Total
-----------+----------------------+----------
          1 |         2          0 |         2
          2 |         3          0 |         3
          3 |         2          1 |         3
          4 |         2          0 |         2
          5 |         3          1 |         4
          6 |         2          0 |         2
          7 |         2          0 |         2
          8 |         1          0 |         1
          9 |         1          0 |         1
         10 |         2          0 |         2
         13 |         0          1 |         1
         14 |         1          1 |         2
         15 |         1          0 |         1
         16 |         1          0 |         1
         18 |         1          0 |         1
         20 |         1          0 |         1
         22 |         1          0 |         1
         23 |         0          1 |         1
         31 |         1          0 |         1
         35 |         0          1 |         1
------------+----------------------+----------
      Total|        27          6 |        33


. ***  Election participation rate (both sexes)
. tab electx  group

           | group
     electx|    Target    Control |     Total
-----------+----------------------+----------
     24.86 |         0          1 |         1
        26 |         1          0 |         1
     27.44 |         1          0 |         1
     28.53 |         1          0 |         1
```

```
     30.93 |         1          0 |         1
     31.59 |         0          1 |         1
     31.85 |         1          0 |         1
        32 |         1          0 |         1
     32.95 |         1          0 |         1
     33.63 |         0          1 |         1
     34.86 |         1          0 |         1
     35.55 |         1          0 |         1
        36 |         1          0 |         1
      37.4 |         0          1 |         1
     38.14 |         1          0 |         1
     38.75 |         0          1 |         1
     39.49 |         1          0 |         1
     40.81 |         0          1 |         1
     40.93 |         1          0 |         1
        42 |         1          0 |         1
     44.26 |         1          0 |         1
     44.52 |         1          0 |         1
     47.01 |         1          0 |         1
     47.77 |         1          0 |         1
        48 |         1          0 |         1
     48.08 |         1          0 |         1
     48.99 |         1          0 |         1
        50 |         1          0 |         1
     50.28 |         1          0 |         1
     50.87 |         0          1 |         1
     51.78 |         1          0 |         1
     51.96 |         1          0 |         1
        53 |         1          0 |         1
     53.47 |         1          0 |         1
     57.04 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35

. ***  Election participation rate (male)
. tab elechom group
no observations

. ***  Election participation rate (female)
. tab elecfem group
no observations

. **  TDRL tax payment rate
. tab tdrl    group

           | group
      tdrl|    Target    Control |     Total
-----------+----------------------+----------
     10.87 |         1          0 |         1
        13 |         1          0 |         1
        20 |         1          0 |         1
        25 |         2          1 |         3
      32.5 |         1          0 |         1
     32.57 |         1          0 |         1
        33 |         1          0 |         1
        34 |         1          0 |         1
        37 |         1          0 |         1
```

```
     40.55 |         1          0 |         1
     41.36 |         1          0 |         1
     43.42 |         1          0 |         1
     44.16 |         1          0 |         1
        50 |         1          0 |         1
        51 |         1          0 |         1
     54.58 |         1          0 |         1
     56.24 |         0          1 |         1
        60 |         1          0 |         1
     60.51 |         1          0 |         1
        63 |         1          0 |         1
     67.62 |         1          0 |         1
        70 |         1          0 |         1
     70.26 |         1          0 |         1
     72.12 |         1          0 |         1
       100 |         1          0 |         1
-----------+----------------------+----------
      Total|        25          2 |        27

. ***  Other payment rate
. tab autrtax group

           | group
    autrtax|    Target    Control |     Total
-----------+----------------------+----------
         0 |         5          0 |         5
        .2 |         1          0 |         1
         5 |         1          0 |         1
     10.91 |         1          0 |         1
     11.18 |         1          0 |         1
      12.8 |         0          1 |         1
     14.49 |         1          0 |         1
        19 |         1          0 |         1
     22.87 |         1          0 |         1
        25 |         1          0 |         1
     31.78 |         1          0 |         1
     60.68 |         1          0 |         1
        65 |         1          0 |         1
     66.71 |         1          0 |         1
        70 |         3          0 |         3
     78.06 |         1          0 |         1
-----------+----------------------+----------
      Total|        21          1 |        22

. **** Number of members in the C.C.
. tab conseil group

           | group
    conseil|    Target    Control |     Total
-----------+----------------------+----------
        11 |         8          2 |        10
        16 |         2          0 |         2
        17 |         9          4 |        13
        22 |         1          0 |         1
        23 |         8          1 |         9
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
. **** Number of women in the C.C.
. tab femcons group

           | group
    femcons|    Target    Control |     Total
-----------+----------------------+----------
         0 |        10          2 |        12
         1 |        10          3 |        13
         2 |         6          1 |         7
         3 |         1          1 |         2
         4 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35


. *** Primary schooling rate (boys)
. tab txboy   group

           | group
      txboy|    Target |     Total
-----------+-----------+----------
        14 |         1 |         1
        16 |         1 |         1
      19.5 |         1 |         1
     34.05 |         1 |         1
     39.22 |         1 |         1
     43.11 |         1 |         1
      44.4 |         1 |         1
      46.2 |         1 |         1
     47.98 |         1 |         1
     51.93 |         1 |         1
     83.17 |         1 |         1
-----------+-----------+----------
      Total|        11 |        11


. *** Primary schooling rate (girls)
. tab txgirl  group

           | group
     txgirl|    Target |     Total
-----------+-----------+----------
         0 |         1 |         1
     26.04 |         1 |         1
     28.29 |         1 |         1
        29 |         1 |         1
     29.16 |         1 |         1
     30.99 |         1 |         1
     31.56 |         1 |         1
     36.76 |         1 |         1
     57.48 |         1 |         1
-----------+-----------+----------
      Total|         9 |         9
```

```
. *** Primary schooling rate (boys + girls )
. tab scolar  group

           | group
     scolar|    Target    Control |     Total
-----------+----------------------+----------
     10.71 |         1          0 |         1
     11.83 |         1          0 |         1
     13.12 |         1          0 |         1
     15.07 |         1          0 |         1
        18 |         0          1 |         1
        27 |         1          0 |         1
        28 |         1          0 |         1
     31.18 |         1          0 |         1
     32.16 |         1          0 |         1
     36.14 |         1          0 |         1
     36.18 |         1          0 |         1
     38.56 |         1          0 |         1
     41.89 |         1          0 |         1
     43.48 |         1          0 |         1
        45 |         1          0 |         1
        60 |         1          0 |         1
     69.59 |         1          0 |         1
-----------+----------------------+----------
      Total|        16          1 |        17


. *** Literacy rate (male)
. tab alphahom group

           | group
   alphahom|    Target |     Total
-----------+-----------+----------
      11.5 |         1 |         1
        30 |         1 |         1
     50.23 |         1 |         1
-----------+-----------+----------
      Total|         3 |         3


. *** Literacy rate (female)
. tab alphafem group

           | group
   alphafem|    Target |     Total
-----------+-----------+----------
        10 |         1 |         1
      13.2 |         1 |         1
     26.88 |         1 |         1
-----------+-----------+----------
      Total|         3 |         3
```

```
. *** Literacy rate (male + female )
. tab txalpha  group

           | group
    txalpha|    Target    Control |     Total
-----------+----------------------+----------
         5 |         1          0 |         1
        19 |         1          0 |         1
        20 |         0          1 |         1
      24.7 |         1          0 |         1
        25 |         1          0 |         1
     32.15 |         1          0 |         1
        50 |         1          0 |         1
-----------+----------------------+----------
      Total|         6          1 |         7

.
. **** Was there creation of new social, economic, or cultural
       infrastructure with in the commune in the past year?
. tab gotinfra group

           | group
   gotinfra|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        25          4 |        29
        No |         3          3 |         6
-----------+----------------------+----------
      Total|        28          7 |        35

.
. **** Number of  new  social, economic, or cultural infrastructures
. **** within the commune in the past year?
.
. tab nbinfr group

           | group
     nbinfr|    Target    Control |     Total
-----------+----------------------+----------
         0 |         3          3 |         6
         1 |         7          0 |         7
         2 |         5          1 |         6
         3 |         4          3 |         7
         4 |         4          0 |         4
         5 |         3          0 |         3
         7 |         1          0 |         1
         8 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
. **** Number of  new  social, economic, or cultural infrastructures
. **** on commune's initiative
.
. tab init group

           | group
      init|    Target    Control |     Total
----------+----------------------+----------
         0 |        13          4 |        17
         1 |         8          0 |         8
         2 |         3          3 |         6
         3 |         3          0 |         3
         5 |         1          0 |         1
----------+----------------------+----------
     Total|        28          7 |        35


.
. **** Number of new social, economic, or cultural infrastructures
. **** with a contribution from the commune
.
. tab contrib group

           | group
   contrib|    Target    Control |     Total
----------+----------------------+----------
         0 |         8          3 |        11
         1 |         9          1 |        10
         2 |         6          2 |         8
         3 |         1          1 |         2
         4 |         3          0 |         3
         7 |         1          0 |         1
----------+----------------------+----------
     Total|        28          7 |        35


.
. **** Was there creation of new economic entities (COs, enterprise,...)
. **** in the commune in the past year?
. tab goteco  group

           | group
    goteco|    Target    Control |     Total
----------+----------------------+----------
       Yes |        13          3 |        16
        No |        15          4 |        19
----------+----------------------+----------
     Total|        28          7 |        35
```

```
. *** Number of new economic entities created in the commune in the
. *** past year
.

.
. tab ecotot  group

           | group
     ecotot|    Target    Control |     Total
-----------+----------------------+----------
         0 |        15          4 |        19
         1 |         6          3 |         9
         2 |         2          0 |         2
         3 |         1          0 |         1
         5 |         1          0 |         1
         9 |         1          0 |         1
        10 |         1          0 |         1
        17 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35


.
.

. ****  Number of meetings (ordinaire + extra-ordinaire)
. ****  the C.C. held in past year
. tab xq10 group

           | group
       xq10|    Target    Control |     Total
-----------+----------------------+----------
         2 |         3          1 |         4
         3 |         8          1 |         9
         4 |         6          3 |         9
         5 |         7          1 |         8
         6 |         1          0 |         1
         7 |         2          1 |         3
        24 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35

.

.
. ***  Number of  ORDINARY  meetings the C.C. held in the past year
. tab ordinai group

           | group
    ordinai|    Target    Control |     Total
-----------+----------------------+----------
         1 |         2          1 |         3
         2 |        12          0 |        12
         3 |         9          5 |        14
         4 |         5          1 |         6
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
. ***  Number of EXTRA-ORDINARY meetings the C.C. in the past year
. tab extra group

           | group
     extra|    Target    Control |     Total
----------+----------------------+----------
         0 |        10          1 |        11
         1 |         7          5 |        12
         2 |         3          0 |         3
         3 |         6          0 |         6
         4 |         1          1 |         2
         5 |         1          0 |         1
----------+----------------------+----------
     Total|        28          7 |        35


.
.

. ****  Participation (of C.C. members) rate at C.C. ordinary meetings
. tab txordi group

           | group
    txordi|    Target    Control |     Total
----------+----------------------+----------
     65.63 |         1          0 |         1
     72.73 |         1          0 |         1
     75.76 |         0          1 |         1
     77.27 |         1          0 |         1
     84.85 |         1          0 |         1
     85.29 |         1          0 |         1
     85.87 |         0          1 |         1
     86.27 |         1          1 |         2
     86.96 |         3          0 |         3
     88.24 |         1          0 |         1
     88.64 |         1          0 |         1
     90.22 |         1          0 |         1
      91.3 |         1          0 |         1
     94.12 |         2          1 |         3
     95.45 |         1          0 |         1
     96.08 |         1          0 |         1
      97.1 |         1          0 |         1
     98.04 |         0          1 |         1
       100 |        10          2 |        12
----------+----------------------+----------
     Total|        28          7 |        35


.
.
```

```
. ****  Number of times the C.C. consulted the population
. ****  in the past year
. tab   xq12 group

           | group
      xq12|    Target    Control |     Total
----------+----------------------+----------
         1 |         1          1 |         2
         2 |         7          1 |         8
         3 |         4          2 |         6
         4 |         6          1 |         7
         5 |         2          1 |         3
         6 |         1          0 |         1
         7 |         1          1 |         2
         8 |         2          0 |         2
         9 |         1          0 |         1
----------+----------------------+----------
     Total|        25          7 |        32


.
. ****  Has the commune started delivery of certificates
. ****   (birth, marriage, and death)
. tab  civil group

           | group
     civil|    Target    Control |     Total
----------+----------------------+----------
       Yes |        28          7 |        35
----------+----------------------+----------
     Total|        28          7 |        35


.
. ****  Number of birth certificates delivered
. ****
. tab  birth group

           | group
     birth|    Target    Control |     Total
----------+----------------------+----------
        25 |         1          0 |         1
        49 |         1          1 |         2
        55 |         1          0 |         1
        79 |         1          0 |         1
        85 |         1          0 |         1
        89 |         1          0 |         1
       113 |         0          1 |         1
       114 |         1          0 |         1
       118 |         0          1 |         1
       136 |         0          1 |         1
       140 |         0          1 |         1
       144 |         1          0 |         1
       167 |         1          0 |         1
       181 |         1          0 |         1
       192 |         0          1 |         1
       227 |         1          0 |         1
```

```
       256 |         1          0 |         1
       293 |         1          0 |         1
       300 |         2          0 |         2
       307 |         1          0 |         1
       308 |         1          0 |         1
       313 |         1          0 |         1
       323 |         1          0 |         1
       352 |         1          0 |         1
       416 |         0          1 |         1
       421 |         1          0 |         1
       435 |         1          0 |         1
       510 |         1          0 |         1
       529 |         1          0 |         1
       651 |         1          0 |         1
       688 |         1          0 |         1
       954 |         1          0 |         1
      1421 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35


.
. ****  Number of marriage  certificates delivered
. ****
. tab  marriag group

           | group
    marriag|    Target    Control |     Total
-----------+----------------------+----------
         0 |         2          1 |         3
         1 |         1          0 |         1
         2 |         0          1 |         1
         4 |         2          0 |         2
         5 |         1          0 |         1
         6 |         1          0 |         1
         7 |         3          0 |         3
         8 |         2          1 |         3
         9 |         1          0 |         1
        12 |         2          0 |         2
        13 |         1          0 |         1
        14 |         1          0 |         1
        17 |         1          0 |         1
        20 |         1          0 |         1
        23 |         1          0 |         1
        25 |         1          0 |         1
        26 |         2          0 |         2
        29 |         1          0 |         1
        33 |         1          0 |         1
        39 |         1          0 |         1
        41 |         0          1 |         1
        50 |         0          2 |         2
        54 |         1          0 |         1
        56 |         0          1 |         1
        96 |         1          0 |         1
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
. ****  Number of death  certificates delivered
. ****
. tab  death  group

           | group
     death|    Target    Control |     Total
----------+----------------------+----------
         0 |         3          2 |         5
         1 |         1          0 |         1
         2 |         3          1 |         4
         3 |         3          0 |         3
         4 |         3          0 |         3
         5 |         2          0 |         2
         6 |         0          2 |         2
         7 |         1          0 |         1
         8 |         3          0 |         3
        10 |         1          0 |         1
        11 |         1          0 |         1
        12 |         1          1 |         2
        13 |         2          0 |         2
        15 |         1          0 |         1
        25 |         1          0 |         1
        74 |         1          0 |         1
       129 |         0          1 |         1
----------+----------------------+----------
     Total|        27          7 |        34


.
.
. * peribudg     str24  %24s
.
. *****  Budget execution rate
. *****
. tab  txbudg group

           | group
    txbudg|    Target    Control |     Total
----------+----------------------+----------
         0 |         1          0 |         1
       .95 |         0          1 |         1
      5.62 |         1          0 |         1
      6.56 |         1          0 |         1
      6.86 |         0          1 |         1
      7.68 |         1          0 |         1
        10 |         1          0 |         1
      10.3 |         1          0 |         1
     10.69 |         1          0 |         1
        12 |         1          0 |         1
        13 |         2          0 |         2
     15.16 |         1          0 |         1
     15.65 |         1          0 |         1
     16.89 |         1          0 |         1
        17 |         1          0 |         1
     19.15 |         1          0 |         1
     21.67 |         1          0 |         1
     30.27 |         1          0 |         1
```

```
     34.45 |         1          0 |         1
        37 |         1          0 |         1
        41 |         1          0 |         1
        56 |         1          0 |         1
        70 |         1          0 |         1
        98 |         0          1 |         1
    107.47 |         1          0 |         1
-----------+----------------------+----------
     Total|        23          3 |        26

.
. *****  Total of budget (in 1000 of CFA francs)
. *****
.
. tab  mtbudg group

           | group
     mtbudg|    Target    Control |     Total
-----------+----------------------+----------
  2082.896 |         0          1 |         1
  3366.489 |         1          0 |         1
  3683.449 |         0          1 |         1
  3814.982 |         1          0 |         1
   5890.11 |         1          0 |         1
  7410.027 |         1          0 |         1
  8719.355 |         1          0 |         1
  9104.559 |         0          1 |         1
  10959.55 |         1          0 |         1
  11937.03 |         0          1 |         1
  12291.01 |         1          0 |         1
     13000 |         1          0 |         1
  15502.54 |         1          0 |         1
     15677 |         1          0 |         1
  15835.31 |         1          0 |         1
  16677.36 |         1          0 |         1
   16808.7 |         1          0 |         1
  17026.43 |         1          0 |         1
  17883.01 |         1          0 |         1
   20056.5 |         0          1 |         1
  20511.28 |         1          0 |         1
  20681.22 |         0          1 |         1
  21311.24 |         1          0 |         1
  23866.53 |         1          0 |         1
  24037.14 |         1          0 |         1
  25953.89 |         1          0 |         1
  26774.65 |         1          0 |         1
  27959.12 |         1          0 |         1
   29190.5 |         1          0 |         1
  34448.05 |         1          0 |         1
  37133.08 |         1          0 |         1
  37932.48 |         0          1 |         1
  61685.36 |         1          0 |         1
  79678.34 |         1          0 |         1
  107698.5 |         1          0 |         1
-----------+----------------------+----------
     Total|        28          7 |        35
```

```
. ****  Was the population consulted to prepare the budget?
. ****
. tab popbudg group

      Popul| group
concert for|
    budget?|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        17          5 |        22
        No |        11          2 |        13
-----------+----------------------+----------
      Total|        28          7 |        35


.
.
. *****  Number of times the commune has contacted state
. *****  authorities beyond the commune for a development matter
.

.
. tab    xq19 group

           | group
       xq19|    Target    Control |     Total
-----------+----------------------+----------
         0 |        10          3 |        13
         1 |         8          1 |         9
         2 |         3          1 |         4
         3 |         4          0 |         4
         4 |         1          0 |         1
         5 |         0          1 |         1
         6 |         1          0 |         1
-----------+----------------------+----------
      Total|        27          6 |        33


.
. ****  Number of times the commune obtained positive results
. ****  vis-à-vis state authorities beyond commune.
. replace positif1 = 1 if  civic1 == 2
(13 real changes made)

. tab positif1 group

           | group
   positif1|    Target    Control |     Total
-----------+----------------------+----------
      None |        16          4 |        20
      Once |         3          0 |         3
      2or+ |         5          2 |         7
   Pending |         4          1 |         5
-----------+----------------------+----------
      Total|        28          7 |        35
```

```
.
. *** Number of times the commune has had collaboration with
. *** with other communes in the past year
.

.
. tab xq21 group

           | group
      xq21|    Target    Control |     Total
----------+----------------------+----------
         0 |        14          5 |        19
         1 |         7          1 |         8
         2 |         2          1 |         3
         3 |         1          0 |         1
         4 |         1          0 |         1
         5 |         2          0 |         2
        10 |         1          0 |         1
----------+----------------------+----------
     Total|        28          7 |        35


.
. *** Has the commune started paying for school teachers' fees?
. tab  teacher group


           | group
   teacher|    Target    Control |     Total
----------+----------------------+----------
       Yes |         5          0 |         5
        No |        23          7 |        30
----------+----------------------+----------
     Total|        28          7 |        35


.
. *** Is the civil society engaged in delivery of "services de
. tab  proximit group

           | group
   proximit|    Target    Control |     Total
----------+----------------------+----------
       Yes |        27          7 |        34
        No |         1          0 |         1
----------+----------------------+----------
     Total|        28          7 |        35
```

```
. *****  Number of times the civil society  has contacted the commune
. *****  for a development matter
.
. tab    xq25 group

           | group
      xq25|    Target    Control |     Total
----------+----------------------+----------
         0 |         7          2 |         9
         1 |         2          0 |         2
         2 |         3          2 |         5
         3 |         7          0 |         7
         4 |         1          1 |         2
         5 |         2          0 |         2
         6 |         1          1 |         2
         7 |         1          1 |         2
        10 |         1          0 |         1
        12 |         1          0 |         1
----------+----------------------+----------
     Total|        26          7 |        33


.
. ****   Number of times the civil society obtained positive results
. ****   vis-à-vis  commune.
. replace positif2 = 1 if  civic2 == 2
(9 real changes made)

. tab positif2 group

           | group
   positif2|    Target    Control |     Total
-----------+----------------------+----------
      None |         9          2 |        11
      Once |         7          1 |         8
      2or+ |        10          2 |        12
   Pending |         2          2 |         4
-----------+----------------------+----------
     Total|        28          7 |        35


.
. ***  Do you have a develop plan?
. tab  gotplan group

           | group
    gotplan|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        17          5 |        22
        No |        11          2 |        13
-----------+----------------------+----------
     Total|        28          7 |        35
```

```
. ****  Was the population consulted to prepare the plan ?
. ****  Of course "No" for those who even don't a plan
. tab popplan  group

      Popul| group
concert for|
      plan?|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        12          4 |        16
        No |        16          3 |        19
-----------+----------------------+----------
      Total|        28          7 |        35


. *** Was the plan submitted to state authorities?
. **  Of course the answer is "No" for those who even don't have a plan
. tab planvue group

           | group
    planvue|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        12          2 |        14
        No |        16          5 |        21
-----------+----------------------+----------
      Total|        28          7 |        35

.
. *** Number of concertation platforms  within the commune
. *** No one has more than one: results based on text (list of platform
. *** given by respondents, not just Yes or No)
.
. tab  nplatin group

 # platform| group
  in (apres|
     codif)|    Target    Control |     Total
-----------+----------------------+----------
         0 |        25          7 |        32
         1 |         3          0 |         3
-----------+----------------------+----------
      Total|        28          7 |        35


. *** Number of  concertation plat-form outside the commune
. *** No one has more than one: results based on text (list of platform
. *** given by respondents, not just Yes or No
. tab  nplatout group

 # platform| group
 out (apres|
     codif)|    Target    Control |     Total
-----------+----------------------+----------
         0 |        21          6 |        27
         1 |         7          1 |         8
-----------+----------------------+----------

      Total|        28          7 |        35
```

```
. *****  Number of times the civil society  and C.C.  has contacted
. *****  state authorities for a development matter
.
. tab    xq34 group

           | group
      xq34|    Target    Control |     Total
----------+----------------------+----------
         0 |        15          3 |        18
         1 |         4          3 |         7
         2 |         4          0 |         4
         3 |         5          1 |         6
----------+----------------------+----------
     Total|        28          7 |        35


. ****   Number of times civil society and C.C. obtained positive results
. ****   vis-à-vis state autorities
. replace positif3 = 1 if  civic3 == 2
(18 real changes made)

. tab positif3 group

           | group
   positif3|    Target    Control |     Total
-----------+----------------------+----------
      None |        17          3 |        20
      Once |         4          2 |         6
      2or+ |         5          1 |         6
   Pending |         2          1 |         3
-----------+----------------------+----------
     Total|        28          7 |        35

.
. ****  Is there collaboration between C.C. and state authorities?
. ****
. tab eluetat group

           | group
    eluetat|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        28          6 |        34
        No |         0          1 |         1
-----------+----------------------+----------
     Total|        28          7 |        35


. ****  In your commune, do you have mechanisms or ways for collaboration?
. ****
. tab gotmeca group

           | group
    gotmeca|    Target    Control |     Total
-----------+----------------------+----------
       Yes |        28          7 |        35
-----------+----------------------+----------
     Total|        28          7 |        35
```

Annex C – Key Indicators

Purpose of Indicator	Notes
1a. Increase in basic infrastructure (number) **1b. Who is responsible** · **commune** · **external donor** · **CSO partner** · **others (list)**	
This indicator attempts to measure the ability of communes to delivery or delegate delivery of basic insfrastructure services.	Sample/baseline survey question was: Has initiated at least one development infrastructure. In future surveys, expand to the number of infrastructures and who responsible for them.
2. Number of businesses **2a. officially registered** **2b. paying business taxes but not officially registered**	
This is an economic development indicator. It is intended to measure both the formal and the informal economic sectors.	Including businesses that are paying taxes but not officially registered is an attempt to measure activity in the informal sector. Because it is informal, this component of the indicator is expected to be less reliable than the number of officially registered businesses – the component of the indicator that measures the formal sector.
3. Commune has a local development plan and budget	
This indicator is intended to measure the ability of communes to develop plans and budgets consistent with legal requirements.	Need to record that the plan/budget was created → submitted → pending → approved.
4. Plans/budgets formed **6a. with local government and CSO partner participation** **6b. with input from general population**	
This indicator measures *how* the plans and budgets were developed.	The first part of this two-part indicator was part of the sample/baseline survey.
5a. Current indicator: Budget expenditures conform to approved budget **5b. Future indicator: Add budget execution rate**	
This indicator is intended to measure the ability of communes to manage their budgets and execute their plans.	Need to expand from sample/baseline survey to include budget execution (implementation) rate, and whether it matches planned execution rate. (Also note related **MSI** survey question: Portion of total human and financial resources generated and dispersed by communes.)
6. Budgets/plans/decisions disseminated to constituents (general population) via various media	
This indicator is intended to measure transparency and accountability.	Need to add to survey. List media/modes of information dissemination (e.g., posters, public meetings, rural radio).

7. Local government and CSOs jointly influence (number of) decisions at higher-levels of government	
This indicator measures the ability of communes to influence their legal enabling environment.	Part of sample/baseline survey. To future surveys, add number of decisions influenced.
8. Sources for generating resources · **taxes and fees** · **external donors** · **government grants** · **others (list)**	
This indicator is intended to measure the ability of communes to mobilize resources from a variety of sources.	Not used in sample/baseline survey.
Additional relevant MSI indicators	
CSOs effect local government decisions	**MSI** survey question: Percent COs which have effected two or more development decisions.
CSOs expanding delivery of services	**MSI** survey question: Percent of COs expanding their development services and activities.

Annex D Commune Effectiveness Database

	INDICATORS		TARGET COMMUNES 2000	NONTARGET COMMUNES 2000
	I - Democracy reinforcement at base level			
1.	Communal election participation rate	0% - 49%	75.0%	85.7%
		50% or more	25.9%	14.3%
2.	TDRL tax payment rate	0% - 49%	59.3%	50.0%
		50% or more	40.7%	50.0%
3.	At least one woman in communal council		64.3%	71.4%
	II - Sustainable local development			
4.	Has a development plan		60.7%	71.4%
5.	Has initied at least 1 development infrastructure		53.6%	42.9%
6.	Communes with new creation of economic entities		46.4%	42.9%
	III - The communal consul is an effective partner			
7.	Four (4) communal council regular meetings in past year		17.9%	14.3%
8.	Participation rate at communal council meetings (less 90%)		39.3%	42.9%
9.	Average # of birth/death/mariage certificates delivered per capita per 1000 persons		21	15
10	Average budget execution rate		25.9%	35.3%
11	Two or more civic actions vis-à-vis authorities beyond commune **with positive results**		17.9%	28.6%
12	Have collaborated with others communes in past year		50.0%	28.6%
13	Schools teachers fees are being paid by the commune		17.9%	0.0%
	IV - The civil society is an effective partner			
14	Two or more civic action from civil society vis-à-vis commune **with positive results**		35.7%	28.6%
	V - Existence of effective processes (mechanisms)			
15	Development program prepared in concert with general population		60.7%	71.4%
16	Development program submitted to state authorities		42.9%	42.9%
17	Two or more joint civic actions from civil society and communal council vis-à-vis state authorities **with positive results**		17.9%	14.3%
18	Have communal fora (platforms)		10.7%	0.0%
19	Have fora (platforms) outside the commune		25.0%	14.3%

TARGET COMMUNES 2001	NONTARGET COMMUNES 2001	TARGET COMMUNES 2002	NONTARGET COMMUNES 2002
#DIV/0!	#DIV/0!	#DIV/0!	#DIV/0!

Annex E Commune Names

REGION	COMMUNE NAME
Koulikoro	ALLAHINA
Koulikoro	BAGUINEDA CAMP
Koulikoro	BALAMASSALA
Koulikoro	BALLE
Koulikoro	BAMAKO
Koulikoro	BANAMBA
Koulikoro	BANANCORO
Koulikoro	BANCO
Koulikoro	BANCOUMANA
Koulikoro	BELEKO SOBA
Koulikoro	BOUGOUCOURALA
Koulikoro	BOUGOULA
Koulikoro	BOULAL
Koulikoro	DABAN
Koulikoro	DANDOUGOU
Koulikoro	DEGNEKORO
Koulikoro	DIAGO
Koulikoro	DIALAKORO
Koulikoro	DIALAKOROBA
Koulikoro	DIALAKORODJI
Koulikoro	DIDIENI
Koulikoro	DIEBE
Koulikoro	DILLY
Koulikoro	DIO GARE
Koulikoro	DIOILA
Koulikoro	DIOUMANZANA
Koulikoro	DOGODOUMAN
Koulikoro	DOMBILA
Koulikoro	DOUBABOUGOU
Koulikoro	DOUMBA
Koulikoro	FALADIE
Koulikoro	FALAKO
Koulikoro	FALLOU
Koulikoro	FANA
Koulikoro	FARABA
Koulikoro	FIGUIRA-TOMO
Koulikoro	GOUMBOU
Koulikoro	GOUNI
Koulikoro	GUENEIBE
Koulikoro	GUI HOYO
Koulikoro	GUIRE
Koulikoro	HABALADOUGOU-KENIEBA
Koulikoro	KALABANCORO
Koulikoro	KALIFABOUGOU
Koulikoro	KAMBILA
Koulikoro	KANGABA
Koulikoro	KARAN
Koulikoro	KENENKOU
Koulikoro	KERELA

REGION	COMMUNE NAME
Koulikoro	KINIEGOUE
Koulikoro	KOLOKANI
Koulikoro	KORONGA
Koulikoro	KOTOULA
Koulikoro	KOULA B.
Koulikoro	KOULIKORO
Koulikoro	KOUROUBA
Koulikoro	MADINA SACKO
Koulikoro	MARKA COUNGO
Koulikoro	MASSANTOLA
Koulikoro	MASSIGUI
Koulikoro	MENA
Koulikoro	MORIBABOUGOU
Koulikoro	MOUNTOUGOULA
Koulikoro	MOURDIAH
Koulikoro	N`GABACORO DROIT
Koulikoro	N`GOURABA
Koulikoro	NANGOLA
Koulikoro	NARA
Koulikoro	NARENA
Koulikoro	NEGUELA
Koulikoro	N'GARA
Koulikoro	N'GOLOUBOUGOU
Koulikoro	NIAGADINA
Koulikoro	NIANTJILA
Koulikoro	NIOUMAMAKANA
Koulikoro	NONKON
Koulikoro	NOSSOMBOUGOU
Koulikoro	N'TOBOUGOU
Koulikoro	NYAMINA
Koulikoro	OUELESSEBOUGOU
Koulikoro	OUEZZINBOUGOU
Koulikoro	OUOLODO
Koulikoro	SAFO
Koulikoro	SAGABALA
Koulikoro	SAMAKELE
Koulikoro	SANANKORO DJITOUMOU
Koulikoro	SANANKOROBA
Koulikoro	SANDAMA
Koulikoro	SANGAREBOUGOU
Koulikoro	SEBECORO 1
Koulikoro	SELEFOUGOU
Koulikoro	SENOU
Koulikoro	SIBY
Koulikoro	SIRAKOROLA-O
Koulikoro	TIELE
Koulikoro	TIENFALA
Koulikoro	TINGOLE
Koulikoro	TIORIBOUGOU
Koulikoro	TORODO
Koulikoro	TOUBA

REGION	COMMUNE NAME
Koulikoro	TOUGOUNI
Koulikoro	WACORO
Koulikoro	YELEKEBOUGOU
Sikasso	BAMBALA
Sikasso	BARAMBA
Sikasso	BINKO
Sikasso	BLADIE TIEMALA
Sikasso	BLENDIO
Sikasso	BOBOLA ZANGASSO
Sikasso	BONGOSSO
Sikasso	BOUGOULA
Sikasso	BOUGOUNI
Sikasso	BOURA
Sikasso	CHANTOULA
Sikasso	DANDERESSO
Sikasso	DEBELA
Sikasso	DEBELIN
Sikasso	DEFINA
Sikasso	DEMBELA
Sikasso	DIALAKORO
Sikasso	DIOMATENE
Sikasso	DIOU
Sikasso	DIOUMATENE
Sikasso	DOGO
Sikasso	DOGONI
Sikasso	DOMBA
Sikasso	DOUMANABA
Sikasso	DOUMANANI
Sikasso	DOUSSOUDIANA
Sikasso	FAKOLA
Sikasso	FAMA
Sikasso	FAMESSASSO
Sikasso	FARADIELE
Sikasso	FARAGOUARAN
Sikasso	FARAKALA 1
Sikasso	FARAKO
Sikasso	FILAMANA
Sikasso	FINKOLO
Sikasso	FINKOLO
Sikasso	FONFONA
Sikasso	FOUROU
Sikasso	GARALO
Sikasso	GONGASSO
Sikasso	GUELELINKORO
Sikasso	KABARASSO
Sikasso	KABOILA
Sikasso	KADIANA
Sikasso	KADIOLO
Sikasso	KAFANA
Sikasso	KAFOZIELA
Sikasso	KAÏ

REGION	COMMUNE NAME
Sikasso	KALANA
Sikasso	KANGARE
Sikasso	KAPALA
Sikasso	KAPALA
Sikasso	KARAGOUANA MALLE
Sikasso	KARANGANA
Sikasso	KARANGASSO
Sikasso	KEBILA
Sikasso	KELEYA
Sikasso	KIFFOSSO 1
Sikasso	KIGNAN
Sikasso	KLELA
Sikasso	KOKELE
Sikasso	KOLA SOKORO
Sikasso	KOLOGO
Sikasso	KOLOKOBA
Sikasso	KOLONDIEBA
Sikasso	KOLONI
Sikasso	KOLONI
Sikasso	KOLOSSO
Sikasso	KONINA
Sikasso	KONSEGUELA
Sikasso	KOUMANKOU
Sikasso	KOUMANTOU
Sikasso	KOUMBIA
Sikasso	KOUNGOBA
Sikasso	KOUNIANA
Sikasso	KOUO
Sikasso	KOUORO
Sikasso	KOUROUMA
Sikasso	KOURY
Sikasso	KOUTIALA
Sikasso	LELENI
Sikasso	LOBOUGOULA
Sikasso	LOULOUNI
Sikasso	MAFELE
Sikasso	MAHOU
Sikasso	MANANKORO
Sikasso	MENA
Sikasso	MENAMBA 1
Sikasso	MERIDIELA
Sikasso	MIENA
Sikasso	MINIKO
Sikasso	MISSENI
Sikasso	MISSIRIKORO
Sikasso	MOLOBALA
Sikasso	M'PESSOBA
Sikasso	NANGALASSO
Sikasso	NATIEN
Sikasso	N'GOLONIANASSO
Sikasso	N'GOUTJINA

REGION	COMMUNE NAME
Sikasso	NIENA
Sikasso	NIMBOUGOU
Sikasso	N'KOURALA
Sikasso	NONGO SOUALA
Sikasso	N'TENTOU
Sikasso	N'TJIKOUNA
Sikasso	N'TJILA
Sikasso	N'TOGONASSO
Sikasso	N'TOSSONI
Sikasso	OULA
Sikasso	OURIKELA
Sikasso	OUROUMPANA
Sikasso	OUROUN
Sikasso	PEGUENA
Sikasso	PIMPERNA
Sikasso	SANGUELA
Sikasso	SANSO
Sikasso	SANZANA
Sikasso	SIDO
Sikasso	SIEKOROLE
Sikasso	SIKASSO
Sikasso	SINCINA
Sikasso	SINKOLO
Sikasso	SIRAKELE
Sikasso	SOKOURANI MISSIRIKORO
Sikasso	SOLOBA
Sikasso	SOROBASSO
Sikasso	SOUGOUMBA
Sikasso	TELLA
Sikasso	TIERE
Sikasso	TIONGUI
Sikasso	TORAKORO
Sikasso	TOUSSEGUELA
Sikasso	TOUTIALA
Sikasso	WOLA
Sikasso	YANFOLILA
Sikasso	YOROBOUGOULA
Sikasso	YOROSSO
Sikasso	ZANFEREBOUGOU
Sikasso	ZANGARADOUGOU
Sikasso	ZANGASSO
Sikasso	ZANIENA
Sikasso	ZANSONI
Sikasso	ZANTIEBOUGOU
Sikasso	ZEBALA
Sikasso	ZEGOUA
Sikasso	ZIBANGOLOLA
Sikasso	ZIENA
Ségou	BARAMANDOUGOU
Ségou	BARAOUELI
Ségou	BEGUENE

REGION	COMMUNE NAME
Ségou	BENENA
Ségou	BLA
Ségou	BOIDIE
Ségou	BOKY WERE
Ségou	BOLIBANA
Ségou	BOUGOUNI
Ségou	BOUSSIN
Ségou	CINZANA
Ségou	DAH
Ségou	DEBOUGOU
Ségou	DIABALY
Ségou	DIAKOUROUNA NERISSO
Ségou	DIAMARABOUGOU
Ségou	DIARAMANA
Ségou	DIELI FELINSO
Ségou	DIENA
Ségou	DIGANI
Ségou	DIORA
Ségou	DIORO
Ségou	DIOUNA
Ségou	DIOUNDIOU KONKANKAN
Ségou	DJEGUENA
Ségou	DOGOFRY
Ségou	DOUGABOUGOU
Ségou	DOUGOUFIE
Ségou	DOUGOUOLO
Ségou	DOURA
Ségou	FALO
Ségou	FANGASSO
Ségou	FANI
Ségou	FARAKO
Ségou	FATINE MARKA
Ségou	FION
Ségou	FOLOMANA
Ségou	GOUENDO
Ségou	HEREMAKONO
Ségou	KALAKE
Ségou	KARABA KAGOUA
Ségou	KATIENA
Ségou	KAZANGASSO
Ségou	KE MACINA
Ségou	KEMENI
Ségou	KOKRY
Ségou	KOLONGO
Ségou	KOMINE
Ségou	KONOBOUGOU
Ségou	KONODIMINI
Ségou	KOULA
Ségou	LANFIALA
Ségou	MAFOUNE
Ségou	MANDIAKUY

REGION	COMMUNE NAME
Ségou	MARKANIBOUGOU
Ségou	MASSALA
Ségou	MATOMO MARKA
Ségou	MOLODO
Ségou	MONIMPEBOUGOU
Ségou	MORIBILA KAGOUA
Ségou	NAMAPALA
Ségou	NAMPASSO
Ségou	N'GARA
Ségou	N'GASSOLA
Ségou	N'GOA
Ségou	NIALA
Ségou	NIAMANA SOBALA
Ségou	NIANASSO
Ségou	NIASSO
Ségou	NIONO
Ségou	NONONGO
Ségou	N'TOBA
Ségou	N'TOROSSO BOLOKALASSO
Ségou	OUAN
Ségou	OUOLON
Ségou	PELENGANA
Ségou	POGO
Ségou	SAGALA
Ségou	SAKOIBA
Ségou	SAMA FOULALA
Ségou	SAMABOGO
Ségou	SAMINE
Ségou	SAN
Ségou	SANANDO
Ségou	SANEKUY
Ségou	SANSANDING
Ségou	SARRO
Ségou	SAYE
Ségou	SEBOUGOU
Ségou	SEGOU
Ségou	SIBILA
Ségou	SIELLA
Ségou	SIRIBALA
Ségou	SOIGNEBOUGOU
Ségou	SOKOLO
Ségou	SOMASSO
Ségou	SOMO
Ségou	SOMO
Ségou	SOUBA
Ségou	SOULEYE
Ségou	SOUROUNTOUNA
Ségou	SY
Ségou	TAMANI
Ségou	TENE
Ségou	TENENI

REGION	COMMUNE NAME
Ségou	TESSERLA
Ségou	TIEMENA
Ségou	TIMISSA
Ségou	TOGOU
Ségou	TOMINIAN
Ségou	TONGUE
Ségou	TOUNA
Ségou	TOURAKOLOMBA
Ségou	WAKI
Ségou	WEREKELA
Ségou	YANGASSO
Ségou	YASSO
Ségou	YOLO
Mopti	AMBIRI HABE
Mopti	ANDIAGA NA
Mopti	BABOYE
Mopti	BAMBA
Mopti	BANAKANE
Mopti	BANDIAGARA
Mopti	BANKASS
Mopti	BARAPIRELI
Mopti	BAYE
Mopti	BERDOUSSOU
Mopti	BONDO
Mopti	BONI
Mopti	BORE
Mopti	BORKO
Mopti	DALLAH
Mopti	DAMADA
Mopti	DANDOLI
Mopti	DE
Mopti	DEBERE
Mopti	DIA
Mopti	DIAFARABE
Mopti	DIALLASSAGOU
Mopti	DIALLOUBE
Mopti	DIAMBACOUROU
Mopti	DIANGASSAGOU
Mopti	DIANKABOU
Mopti	DIANWELI MAOUDE
Mopti	DIMBAL HABE
Mopti	DINANGOUROU
Mopti	DIONA
Mopti	DIONDORI
Mopti	DIOUNGANI
Mopti	DIOURA
Mopti	DJENNE
Mopti	DOGANI BERE
Mopti	DOGO
Mopti	DOUCOMBO
Mopti	DOUROU

REGION	COMMUNE NAME
Mopti	FATOMA
Mopti	GAGNA
Mopti	GATHI LOUMO
Mopti	GOMITOGO
Mopti	GOUNDAKA
Mopti	GUIDIO SARE
Mopti	HOMBORI
Mopti	KANI BOZON
Mopti	KANI GOGOUNA
Mopti	KARGUE
Mopti	KEKE
Mopti	KENDE
Mopti	KENDIE
Mopti	KERENA
Mopti	KIKARA
Mopti	KONDO
Mopti	KONIO
Mopti	KONNA
Mopti	KOPORO NA
Mopti	KOPORO PEN
Mopti	KORA
Mopti	KORIENTZE
Mopti	KORO
Mopti	KOUAKOUROU
Mopti	KOUBAYE
Mopti	KOUBEWEL KOUNDIA
Mopti	KOUBEWEL KOUNDIA
Mopti	KOUBI
Mopti	KOULOGON HABE
Mopti	KOURMOU MARKA
Mopti	LESSAGOU HABE
Mopti	MADIAMA
Mopti	MADOUGOU
Mopti	MANACO
Mopti	MONDORO
Mopti	MOPTI
Mopti	MOUGNA
Mopti	MOURRAH
Mopti	N'GOUMA
Mopti	N'GOUREMA TOBORO
Mopti	OUENKORO
Mopti	OUO SARRE
Mopti	OURO MODI
Mopti	PEL MAOUDE
Mopti	PELOU
Mopti	PETAKA
Mopti	SAH
Mopti	SAMPARA
Mopti	SANGHA OGOL LEYE
Mopti	SEGUE
Mopti	SENDEGUE

REGION	COMMUNE NAME
Mopti	SENOSSA
Mopti	SOCOURA
Mopti	SOFARA
Mopti	SOKOURA
Mopti	SOROLY
Mopti	SOSSOBE
Mopti	SOUBALA
Mopti	SOUFOUROULAYE
Mopti	SOUGUI
Mopti	SOYE
Mopti	TAGA
Mopti	TENENKOU
Mopti	TOGUERE COUMBE
Mopti	TONGO TONGO
Mopti	TORI
Mopti	TOROLI
Mopti	YORO
Mopti	YOUDIOU
Mopti	YOUWAROU

Annex F Sample Cognitive Maps

Effectiveness Database. Using the data from the sample survey, these examples serve to illustrate how the key indicators, organized into the four categories of Table 2.2 (sustainability, transparency, partnership, and results) can be shown on geographic maps.

Annex G Meetings and Interviews

5 September 2000	Anna Diallo DG SO Team Leader; Kadidia Dienta, Results Package Manager, Democratic Governance Team; Kojo Busia, Democracy and Governance Officer; USAID/Mali
6 September 2000	James Hradsky, Director, USAID/Mali
	Partick Connors, Directeur Adjoint, Save the Children, Sahel Field Office, Bamako
	Christy Collins, Directrice Adjointe, Chargée du Programme; Garth Van't Hull, Conseiller Technique Gourvernance; Fatimata Guindo Sidibé, Conseiller Technique, Partenariat/Renforcement Institutionnel; CARE International du Mali, Bamako
	Leslie Long, Directeur Associé; World Education, Bamako
7 September 2000	Kadidia Dienta, Anna Diallo, and Kojo Busia; USAID/Mali
	Markus Ischer, Conseiller Technique, Helvetas, Bamako
	Gaoussou Danté, Appui aux Collectivités Décentralisées pour un Développement Participatif (ACODEP), Bamako
	Boureima Allaye Touré, Coordinateur des Activités and Omar Touré, Coordinateur du Partenariat, Programme de Renforcement de la Culture Démocratique des Organisations de la Société Civile au Mali, Oeuvre Malienne d'Aide à L'Enfance du Sahel (OMAES), Bamako; and Leslie Long, World Education, Bamako.
8 September 2000	Abdrahamane Dicko, Assistant Activities Development Officer, Program Office, USAID/Mali.
	Noël Diarra, Adjoint du Chef de la Mission de Décentralisation et des Réformes Institutionnelles, Mission de Décentralisation et des Réformes Institutionnelles, Bamako.
9 September 2000	Sambala Diallo, Mayor of the Commune of Kati, with four quartier and civic group chiefs, and with Leslie Long, World Education, and Sambala Sidibé, Association d'Appui à l'Auto Développement Communautaire (AADéC), Kati.
11 September 2000	Abdrahamane Dicko, USAID/Mali.
	Kadidia Dienta, Anna Diallo, Kojo Busia, and Sekou Sidibé Democratic Governance SOT; USAID/Mali.

12 September 2000	Save the Children Field Office, with representatives from Helvetas PAD, Centre de Promotion de la Citoyenneté pour le Développement Durable à la Base (CEPROCIDE), SLACAER, and the Conseiller CCC; Bougouni.
13 September 2000	Mena Commune, with Village Chief and nine (of 11) village counselors plus 16 others; Konlondieba.
14 September 2000	Curtiss Reed, Représentant; Cooperative League of the United States of America (CLUSA), Bamako
	Kadidia Dienta, Anna Diallo, Kojo Busia; USAID/Mali
15 September 2000	Kadidia Dienta, Anna Diallo, Kojo Busia, and Sekou Sidibé; USAID/Mali
	Gaoussou Danté, Appui aux Collectivités Décentralisées pour un Développement Participatif (ACODEP), Bamako
18 September 2000	Restitution Workshop of 25 participants from USAID partner PVOs and intermediary NGOs; USAID/Mali

Annex H Bibliography

Centre de Promotion de la Citoyenneté pour le Développement Durable à la Base (CEPROCIDE) – Instrument pour le Renforcement de la Société Civile (brochure)

Haut Commissariat de Koulikoro in association with the Association d'Appui à l'Auto Développement Communautaire (with assistance from World Education), *Antelier Sectoriel de l'Education et de la Sante,* June 2000

Mission de Décentralisation et des Réformes Institutionnelles (with assistance from Helvetas Mali), *Ce qu'il faut savior… -- une présentation sommaire,* April 2000

Mission de Décentralisation et des Réformes Institutionnelles (with assistance from Helvetas Mali), *La Décentralisation au Mali – 50 Questions-Responses*

Mission de Décentralisation et des Réformes Institutionnelles (with assistance from Helvetas Mali), *La Décentralisation au Mali – Manuel de Formation de Base des Elu(e)s et Professionnels*

Mission de Décentralisation et des Réformes Institutionnelles (with assistance from Helvetas Mali), *… sommes-nous informés sur la réforme de décentralisation?* April 2000

Helvetas Mali, *PAD: Programme d'Appui à la Décentralisation* (brochure)

Management Systems International, *Third Annual Performance Measurement Survey Data Analysis Report*, 15 January 2000

Mission de Décentralisation et des Réformes Institutionnelles, *Cartographie des infrastructures communales du Mali* (CDROM)

Mission de Décentralisation et des Réformes Institutionnelles, *Lois et Décrets de la Décentralisation,* March 1999 (Fourth Edition)

Oeuvre Malienne d'Aide à L'Enfance du Sahel (OMAES), *Programme de Renforcement de la Culture Démocratique des Organisations de la Société Civile au Mali* (brochure)

USAID, *Malian Civil Society Assessment*, informal report, August 2000

USAID, *FY 2002 Results Review and Resource Request*, March 2000